DOCUMENT RESUME

ED 154 858 JC 780 264

TITLE	The Foreign Student in United States Community and Junior Colleges; A Colloquium Held at Wingspread, Racine, Wisconsin, October 18-20, 1977.
INSTITUTION	College Entrance Examination Board, New York, N.Y.
SPONS AGENCY	Bureau of Educational and Cultural Affairs (Dept. of State), Washington, D.C.
PUB DATE	78
NOTE	94p.; Colloquium was sponsored by the American Association of Community and Junior Colleges and The National Liaison Committee on Foreign Student Admissions
AVAILABLE FROM	College Board Publication Orders, Box 2815, Princeton, New Jersey 08541 ($5.00)
EDRS PRICE	MF-$0.83 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS	College Admission; Community Colleges; Conference Reports; Counseling; *Educational Policy; Foreign Nationals; *Foreign Students; Government Role; *Government School Relationship; *Junior Colleges; *Junior College Students; Program Development; Student Characteristics; Student Personnel Services; Symposia

ABSTRACT

The impact of foreign students enrolled at United States community and junior colleges and ways to help institutions, government, and other agencies improve the quality of their experiences are explored in these colloquium papers. The papers include: "To Transcend the Boundaries" by Edmund J. Gleazer, Jr., covering why foreign students attend community colleges, the need for organizing principles for handling these students, the differences between community colleges and four-year institutions, community-based education, and what happens to foreign students in the community college setting; "Profile of Foreign Students in United States Community and Junior Colleges" by Theodore Diener, on foreign students' characteristics and demography; "Constraints and Issues in Planning and Implementing Programs for Foreign Students in Community and Junior Colleges" by S. V. Martorana; and "Effective Programming for Foreign Students in Community and Junior Colleges" by A. Hugh Adams. A "Public Statement" issued by the colloquium deals with the purpose of international education in United States community colleges, foreign student enrollment as a facet of the international education program, and colloquium conclusions for local, state, and national levels relative to preadmissions information, admissions, English ability, finance, health and housing, guidance and counseling, and instruction. (TR)

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The Foreign Student in United States Community and Junior Colleges

A colloquium held at Wingspread, Racine, Wisconsin
October 18-20, 1977

Sponsored by

The American Association of Community and Junior Colleges
and
The National Liaison Committee on Foreign Student Admissions

composed of

American Association of Collegiate Registrars and Admissions Officers

The College Board

Council of Graduate Schools

Institute of International Education

National Association for Foreign Student Affairs

ED154858
JC 780 264

College Entrance Examination Board, New York, 1978

Copies of this book have been distributed by the American Association of Community and Junior Colleges and by the member organizations of the National Liaison Committee on Foreign Student Admissions. Additional copies can be obtained from College Board Publication Orders, Box 2815, Princeton, New Jersey 08541. The price is $5.

Inquiries regarding this book should be addressed to Editorial Office, The College Board, 888 Seventh Avenue, New York, New York 10019.

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Library of Congress Catalog Card Number: 77-93769
Printed in the United States of America

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Foreword

"The Foreign Student in United States Community and Junior Colleges" was the topic for discussion at the colloquium on foreign students sponsored by the American Association of Community and Junior Colleges and the National Liaison Committee on Foreign Student Admissions, which is composed of the American Association of Collegiate Registrars and Admissions Officers, the College Board, the Council of Graduate Schools, the Institute of International Education, and the National Association for Foreign Student Affairs. This colloquium, the fourth to be sponsored by the National Liaison Committee, was held in cooperation with The Johnson Foundation at Wingspread, the foundation's conference center, in Racine, Wisconsin, in October 1977. Administrative costs for the colloquium and the publication of this book were provided for by a grant from the Bureau of Educational and Cultural Affairs (CU) of the Department of State.

The three previous NLC-sponsored colloquia were also held at Wingspread, and books issued after these conferences include *University, Government, and the Foreign Graduate Student; The Foreign Graduate Student: Priorities for Research and Action;* and *The Foreign Undergraduate Student: Institutional Priorities for Action.*

The codirectors of this colloquium were Thomas J. Diener, Director of the Institute of Higher Education, Research and Services, University of Alabama, and Lornie G. Kerr, Dean of Student Affairs, Northwestern Michigan College. Background papers for the colloquium were provided by A. Hugh Adams, president of Broward Community College; Thomas J. Diener; and S. V. Martorana, professor of education and research associate, Pennsylvania State University. Edmund Gleazer, president of the American Association of Community and Junior Colleges, presented the opening address. Irvin Lewis coordinated the development of the public statement during the colloquium. The colloquium planning committee consisted of the following members.

Thomas J. Diener, University of Alabama

Sanford C. Jameson, The College Board

Hugh M. Jenkins, National Association for Foreign Student Affairs

Lornie G. Kerr, Northwestern Michigan College

Clifford Sjogren, University of Michigan, *Chairman*

Roger Yarrington, American Association of
Community and Junior Colleges

The sponsoring organizations are indebted not only to the United States Department of State and The Johnson Foundation, but also to a strong group of presenters and participants in this fourth colloquium.

Sanford C. Jameson
Secretary, National Liaison Committee
on Foreign Student Admissions

November 1977

Preface

On October 18-20, 1977, a group representative of United States higher education, government, professional groups, and foreign students met at The Johnson Foundation Conference Center, Wingspread, near Racine, Wisconsin. Their purpose was to explore the impact of the thousands of foreign students enrolled in United States community and junior colleges and to plan ways to help institutions, government, and other agencies improve the quality of their experience.

The Community/Junior College Committee of the National Association for Foreign Student Affairs (NAFSA), along with the National Liaison Committee on Foreign Student Admissions (NLC) provided the initiative for this colloquium, and they invited the American Association of Community and Junior Colleges (AACJC) to be a cosponsor of the colloquium.

A proposal was made to The Johnson Foundation for the use of the Wingspread Conference Center. The Foundation agreed to provide this unique facility and, together with the Bureau of Educational and Cultural Affairs, United States Department of State, lent their support to this meeting.

During the early spring of 1977, a small group representative of these various agencies met to plan the October colloquium. A list of possible participants was developed, topics for background papers were identified, and the general outline of the colloquium took shape.

During the summer, responses to invitations to attend and participate in this colloquium were rapid and positive. By September 1977, the roster of participants was complete and background papers had been prepared and sent to those who would attend the colloquium.

This book contains the major presentations made at the conference along with the consensus document – the colloquium public statement.

The support of many agencies made this colloquium possible; so did the support of institutions who released various people to prepare for and participate in the meeting.

Our thanks to Edmund Gleazer, Thomas Diener, S. V. Martorana, and Hugh Adams for preparation of major papers. A special note of

appreciation is given five people who served as discussion leaders and reporters, Fred Wellman, William Patrick, Piedad Robertson, Joseph Fordyce, and Bonnie Franke.

Finally, our deep appreciation to The Johnson Foundation, Henry Halstead, Vice President for Program, and Kay Mauer, Conference Coordinator, for their encouragement and very able assistance.

Thomas Diener
Lornie Kerr
Colloquium Cochairmen

Introduction

In 1974 a colloquium on the undergraduate foreign student was held at Wingspread—the conference center of The Johnson Foundation located near Racine, Wisconsin. Among the concerns expressed at that meeting was a lack of understanding of the role that two-year colleges play in international education and exchange.[1]

At that time it was apparent that no one was quite sure just how many foreign students were enrolled in community and junior colleges in the United States. Only isolated examples of sizable foreign student enrollments could be identified. Nor was anyone clear about the national impact of these students. But problems and issues were certainly being identified and the members of that colloquium sensed that this phenomenon required more investigation.

In that same year the National Association for Foreign Student Affairs (NAFSA) Committee on Community/Junior Colleges authorized a study of the number of foreign students enrolled in community and junior colleges in this country. Its study counted over 50,000! The many and seemingly invisible visitors to our shores and two-year campuses were made visible. They formed an impressive new addition to American student bodies. But their arrival was creating problems.

The 1974 Wingspread colloquium and the 1974 NAFSA census added support to the assertion that American higher education and specifically the community of two-year colleges needed to take stock of what was happening as more and more foreign students came into our midst.

How should they take stock? How should they seek solutions to some of the more vexing problems?

The NAFSA Committee on Community/Junior Colleges worked effectively to make foreign student advisers sensitive to this emerging trend and its consequences. The American Association of Community and Junior Colleges (AACJC) was working, too, in several areas of international education and, especially, interpreting the United States com-

1. For a report of this colloquium, see *The Foreign Undergraduate Student: Institutional Priorities for Action*. New York: College Entrance Examination Board, 1975.

munity and junior college movement to many countries around the world anxious to develop technical manpower and provide short-cycle education for their citizens. In 1977 NAFSA and AACJC formed a Joint Liaison Committee to formally focus their interest and energies on programs and activities in international exchange.

After the 1974 Wingspread colloquium on the foreign undergraduate student, some of the members of that gathering felt that another meeting was necessary, indeed urgent, concerning the rapid growth of foreign student enrollment in many two-year colleges. The consequences for public policy as well as for host communities and institutions needed to be explored in some detail.

Thus, following discussions among members of the National Liaison Committee on Foreign Student Admissions (which is composed of the American Association of Collegiate Registrars and Admissions Officers, the College Board, the Institute of International Education, the National Association for Foreign Student Affairs, and the Council of Graduate Schools in the United States), the American Association of Community and Junior Colleges, the Bureau of Educational and Cultural Affairs of the Department of State, and The Johnson Foundation, it was decided to hold a colloquium on the issue of foreign students in community and junior colleges in the United States.

In October 1977, about 40 representatives of two-year colleges, state boards for community colleges, federal agencies, foundations, foreign governments, foreign student advisers, and foreign students assembled to discuss and debate the impact on and consequences for institutions, states, and public policy of foreign students in two-year institutions.

Edmund J. Gleazer, president of the American Association of Community and Junior Colleges, opened the colloquium with a keynote address entitled "To Transcend the Boundaries."

During the next two days the colloquium members spent most of their time in small group discussions reacting to the issues raised in the three background papers that were prepared by Thomas Diener, S. V. Martorana, and Hugh Adams.

On the last morning of the colloquium, a public statement expressing the opinions and recommendations of the members was ratified. The public statement was immediately disseminated widely to the

press, key decision makers at the federal, state, and local level, and throughout the postsecondary education community.

We hope this collection of the major speeches and papers of the colloquium will continue to aid the processes of discussion and policy formation in this significant aspect of American and international life.

Thomas Diener
Lornie Kerr
Colloquium Cochairmen

To Transcend the Boundaries

by Edmund J. Gleazer, Jr.

In his invitation to me to participate in this colloquium, Tom Diener exercised skills of persuasion equal to those of an international diplomat. "Your experience and views are important, . . . your insight is needed to help develop a more comprehensive and effective approach to serving foreign students in two-year institutions in this country." Dr. Diener also informed me that it was the intent of the colloquium planners that a paper be produced that would include recommendations for policies and procedures for institutions, states, the federal government, and a variety of public and private agencies in the United States in their work with foreign students. How could I resist?

This conclave appears to be based upon the assumption that not only will there continue to be foreign students in the community colleges but that the number may well increase. Some of our citizens would question that assumption. In times of financial austerity, they would say, these institutions, primarily community-oriented and controlled, drawing from a commuting population, and financed by local and state tax dollars, have enough to do to serve students from their local districts. They have no business going far beyond those boundaries. Indeed, in the face of mounting enrollments and a leveling of appropriations some of our institutions have found it necessary to establish priorities for the admission of students, and usually in-district students are given preference. Next come the out-of-district in-state students and then those from farther away. And there are some people who would say that even if funds were readily available these community institutions have an educational mission that places little importance upon the presence of students from other lands.

For reasons I will describe later I disagree entirely with that point of view. The problem of priorities for admission when an institution has more applications than it has budget is a tough one and poses all kinds of perplexities for colleges that consider themselves "open door." You may want to deal with that problem here because there is evidence that requests for community college services increase faster than

the dollars made available, especially since inflation takes its cut first.

Why Foreign Students in Community Colleges?

But let us deal now with that other basic question – why should there be foreign students in community colleges?

I suggest we look at that question first from the standpoint of its importance to the education of people in this country. There are few who would question Stephen Bailey's assertion that:

"Nuclear threats, energy shortages, commodity prices, food supplies, environmental pollution – these are examples of issues that are simultaneously and inexorably both international and domestic in nature."[1]

Nor would they disagree with the words of the chancellor of the Swedish universities:

". . . all people on this earth are interdependent, and . . . education must help to solve the international problems and in so doing, secure the future of mankind."[2]

Logically, most people would then go the next step with the chancellor when he states:

"The introduction of an international dimension in all education is seen as one of the measures needed to permit human coexistence in a shrinking world. Education must also see to it that different kinds of vocational pursuits acquire an increasing international component."[3]

If people in this nation are confronted with issues that transcend international boundaries and if education has responsibilities in qualifying them to deal with these issues, then the community colleges beyond any other postsecondary institutions require an international dimension. Why? Because community colleges are where most of the people are. More than half of those beginning their college work in

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1. Stephen K. Bailey, *Education for Global Interdependence, A Report with Recommendations to the Government/Academic Interface Committee*, from the International Education Project. Washington, D. C.: American Council on Education, 1975.

2. Hans Lowbeer, "Preface," *Internationalizing Education, Summary of Reports from the Swedish Committee for Internationalizing University Education*. Stockholm, Sweden: Office of the Chancellor of the Swedish Universities, The Internationalization Committee, 1974, preface page.

3. Ibid., preface page.

this country now do so in community colleges. Just as important, perhaps even more so, community colleges are becoming one of the major institutions in providing continuing educational services for those beyond the conventional college age. Not only are people of middle age and older looking to them for programs to upgrade and retrain in occupational skills, but a large proportion of the users of community college services are there for what they describe as "self-enlightenment." They want to learn more about the issues they deal with as citizens and taxpayers. Community colleges are busily occupied in citizenship education for those who have already qualified by age for citizenship rights and whose vote will have an effect upon the enactment of public policy. So, in terms of those initiating their college work at the traditional college age or those who are older and continuing their learning apart from formal college and university enrollment, the community colleges touch the greatest number of people. Although the term has some deficiencies as an appropriate description, we must acknowledge that community colleges are engaged in "mass" education. Consequently, large numbers of people will be affected by an international dimension in the programs of these institutions.

You may say, but what has that to do with foreign students in American community colleges? People can learn about global issues and other cultures through travel, and large numbers are traveling. They can learn through television and books and motion pictures. Yes, there is that possibility, but travel often is tourism with an affliction called "sight-seeing." Television, books, and motion pictures are useful, as is thoughtful travel, but the level of abstraction in all of these measures can be lowered by firsthand contact with representatives of other cultures, people we can come to know as distinct persons over a prolonged period of time and with whom we can interact in a range of social situations. There is simply no substitute for the person-to-person experience in a setting that goes beyond the short term ceremonial or brief encounters in "typical" meals and costumes.

The Need for Principles

But how do we take full advantage of these rich resources for the internationalizing of our institutions? In other nations there are similar concerns. In Sweden they put it this way:

"Up to now it cannot be said that guest students have been given a reception which squares with any consistently thought-out principles. The non-quotaed university programs have admitted those foreign students who meet the scholastic qualifications. But apart from limited exceptions our country has not adopted its university education to the particular needs of guest students. By and large, too, they are left to cope with their studying and financing situation as best they can.

"We submit that the reception of guest students should be based to a greater extent on cogently reasoned principles . . . Further, our universities and other agencies concerned ought to assume greater responsibility for the studying situation of foreign students, and the student welfare and counseling services will have to be expanded."[4]

It is the search for "thought-out principles" and for "cogently reasoned principles" that brings us here. No question about it, our educational programs can be enriched by the presence and participation of fellow learners from other cultures and nations.

What Makes the Community College Different?

What has been said so far about the international dimension of community colleges can be said of all colleges and universities. The difference seems to lie in the large numbers of people involved in community college programs. Are there not other distinctions that should be examined? There are and they are of profound significance as people throughout the world seek "learning to be" in the words of the UNESCO report.[5] Judging by the increasing numbers of visitors to our offices and to your campuses the values that undergird community college development in this country must have an appeal. In a five-month period this year we had representatives from approximately 25 different countries visit us, all of them interested in learning more about the community college. What are they looking for? What do they want to know?

Obviously countries will vary in the aspects of community colleges that interest them most, but in almost every case the need for middle-level manpower, for those trained in technical and vocational educa-

4. Ibid., p. 54.

5. Edgar Faure et al., *Learning To Be*. New York: UNESCO, 1973.

tion, attracts them to community colleges. It could be that a problem common to all higher education is finding resolution in the community colleges. Vocational-technical education and the occupational roles it prepares for are of low prestige in most cultures as compared with the academic streams and professional objectives. However, in comprehensive community colleges in the United States more than 50 percent of the students now choose vocational-technical programs that often have general education as a component. Prestige of vocational-technical programs increases as students see the broad range of options available to them in initial employment and as they make other career choices during their lives. The crafts and the trades, the semiprofessional and technician-type occupations now are not as often perceived as leading to dead-end streets but rather are seen as desirable entry points into occupations of worth. Fred Harrington supports this view in his recent preliminary report on international linkages in higher education, in which he points to "a growing network of nondegree-granting institutions."[6]

We have available an excellent and current illustration of the international interest in technical and vocational education. Our agency was contacted late in June by the Agency for International Development with the message that the government of Nigeria wanted to place 10,000 students in vocational-technical programs of two to three years' duration in the United States. And they wanted them placed by September 1. A number of our institutions responded quickly to the need. Community college personnel were members of an AID team that soon went to Nigeria and reviewed applications from students in each of the 19 states. Five hundred students were placed by September 1, and it was anticipated that another 1,500 would be placed by January. With structures for communication now in place in the United States, many other students will be involved in the future. The kinds of programs needed were precisely stated by the Nigerian government along with the numbers of students in each program. For example:

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6. Fred H. Harrington, *International Linkages in Higher Education: Feasibility Study, Preliminary Report*. Washington, D. C.: United States Agency for International Development, 1977, p. 23.

Water resources technology	600
Construction and highway engineering technology	6,000
Medical technologies	2,000
Agricultural technologies, etc.	1,500

As we participate in this effort, we hope to learn a great deal that can be beneficial in relationships with other countries. One fact is already quite clear, and it is alluded to by Dr. Harrington in his study. At present a good mechanism does not exist to keep community colleges and counterpart institutions and interests overseas in touch. The interest of the Nigerian government in placing students in these kinds of programs was almost a surprise to us. Although some rumors had reached us a few weeks before, nothing was definite. A serious need exists for direct lines of communication between people in other nations interested in this kind of education and the administrative leaders of community colleges and technical institutions in this country. Perhaps Dr. Harrington's recommendations will lead to that outcome. His interviewers found that "the need for intermediate manpower overseas is enormous and growing." And it is in the community colleges where a good deal of the expertise can be found to assist in dealing with that need.

Another aspect of the contemporary community college gaining the attention of thoughtful observers from other countries is its evolution toward community-based education. Community-based education has its point of beginning in the assessment of the needs of the people in the community. In a recent editorial a Minneapolis paper commended this approach as "a good example of what educational institutions can do, for a broader range of people, if they search out what is needed in their areas, then attempt to provide it."

A report on these developments in the United States prompted a letter that we received recently from the director of a newly established community college in Australia.

"_____ Community College has made virtually zero contribution to the learning needs of the aboriginal population. I don't pretend that any potential contributions are not fraught with complexity, but I do want the college to engage as optimally as possible and as soon as possible in this and other pressing areas of need. The college is set in the midst of crying human need and deplorable squalor with skeleton

staff resources, a disfunctional and old edifice and little apparent means of responding to major needs with anything approaching adequacy. For these reasons, I now turn to you for assistance. If it can be managed, my hope would be for the AACJC to make available soon one or preferably two people . . . experienced in educational work with indigenous people . . . who could spend a little time here and help the college to optimize strategies for the future . . . there is no doubt in my mind that the reality is one of exciting challenge and that we could stand on the threshold of very considerable achievement."

What are some characteristics of community-based postsecondary education? As these are postulated perhaps we could think of their applicability to Nigeria, Israel, Australia, Kenya, Venezuela, Barbados, India, Indonesia, and other countries around the world. It should not be necessary to remind this group of the need to adapt terms from the American scene to reality in other countries.

What Does It Mean for an Institution to be Community-Based?

1. *Students stay in the "community"* as differentiated from "going away to college." They continue to live in their own residence or that of their parents. They are active participants in community drama, publications, orchestra, political life as contrasted with college theater, music, etc., and student government.

2. *Community facilities and resources are used* in the institution's programs. Programs are available in industrial plants, churches, health facilities, neighborhood centers, business establishments, and in the schools. Facilities built specifically for college purposes, such as libraries, gymnasiums, and technical buildings are opened to the community and used as needs and interests justify.

3. *Faculty, administration, and board have interest in and knowledge about the community.* College personnel have responsibility to maintain a continuing inventory of data required to set college priorities. Pertinent information is available not only about students but the environments from which they come.

4. *The college serves as "broker"* in seeing to it that identified postsecondary educational needs are met either through its services or other appropriate institutions. It exercises initiative in establishing working relationships with the public schools, vocational institutions, universi-

ties and colleges, and other community agencies.

5. *The student population is a cross section of the communities served.* The enrollments are widely diversified in age, motivations, educational objectives, socioeconomic and ethnic characteristics, and educational achievement levels.

6. *The college is perceived as "part and parcel" of the community* rather than providing services for the community. In programming as well as facilities utilization there is continual interchange between community and college within a specific geographical area. These relationships have been described by one writer as symbiotic rather than paternalistic.

7. *The college is a community center*, something to "pull" the community or communities together. It is a focal point for community activities and a catalyst for a variety of community developments, e.g., community clinics, recreational programs, housing improvements.

8. *The college is aggressive in searching out community educational needs.* It makes information about the community available to other community agencies for planning and program purposes. It provides counseling services. It contracts to train people for specific purposes. It provides library and recreational facilities. As "broker" it encourages communication among those social agencies that affect the lives and circumstances of its students. It offers programs, for example basic adult education, or sees to it that other appropriate agencies provide such services. The college is committed to both the individual and the social benefits of education and "merchandises" that concept.

9. *College programs are performance-based.* The concept of the college providing centers of educational resources for the community implies continuing utilization. Frequent entry and exit points are provided. Diagnostic measures assist students in establishing justifiable beginning points and completion points for designated units of work. People are expected to move into and out of the institution as they have needs and opportunities.

10. *Populations include a large proportion of personnel not previously found in postsecondary education.* These include persons who have been unable to continue post-high school education – adults unemployed or in jobs that are obsolete, the hard core unemployed, women in the community including young mothers with children at home, senior citizens. The

effects of serving these populations include a rising age level, higher proportion of students from lower socioeconomic levels, and larger numbers of part-time students.

What Happens to Foreign Students in This Setting?

If I am right in my prognostications, these characteristics will more and more describe the kind of educational mix into which students from other countries will come as they enter American community colleges. Not separate educational enclaves with isolated campuses and walls to separate them from the advances of the community, these colleges are diffused throughout the community. The students, by and large, are employed, already voting, married, not getting ready for life but living. They are usually self-supporting, trying to pay their bills, their taxes, and taking their work at the college for a multitude of reasons. What happens when students from abroad are put in a cultural setting where the diesel technology shop is next to the English classroom and the 18-year-old girl greets the 65-year-old retired military officer who is preparing to be a real estate broker? The least that can be said is that the community college scene will be different from the university in which advancement of knowledge is the goal, where much effort is concentrated upon research and advanced training and the academic community is much more easily identified.

What will be the reaction of that student from abroad to an open-door admissions policy, to a college that seeks to meet students where they are? Coming from a land of highly competitive entrance examinations, what will be the student's reaction? Will students feel that such institutions have no standards and wonder why anybody would want to be there if almost everybody can get there? What will be the effect upon the student of living in the value framework that brings such an institution into being and serves as its policy guide? How do students fit their community college experiences and credentials into the system of their own countries when they return? What are they good for? The customs, status symbols, and language of the university world may transcend national boundaries. But the community college is still relatively new. Although there are short-cycle institutions developing, and non-degree institutions, they are not yet widely acceptable nor is the philosophy that produces them. They often seem to

represent a poor second choice. But the scene is changing. And yet so far there is a very limited international network of communication and interpretation of this emerging kind of education. There are beginnings. People are getting to know each other. There are brave innovative thrusts underway, and there is a growing sense of excitement among participants in activities that seek to broaden and extend educational opportunity.

We meet at a good time, a propitious time. What we consider here is not the whole of the international dimension as it affects our institutions, but it is a very significant part. Let our minds play with the possible outcomes if students from other countries come to understand that the community college environment in truth is the community environment. How far reaching may be the effect of immersion in the philosophical credo of these populist institutions—"Let each become all he is capable of being." And how enriched our community life can be as we test our values and relationships through the eyes of those whose cultures are different and as we learn of the ways of other people by their actual presence and participation. An international community of spirit could well emerge of people who sense common relationships that transcend cultural or national differences and have their rootage in commitments to the development of human potential.

But such outcomes will require a plan—"a reception that squares with consistently thought-out principles." And it is to that worthy task that we now set ourselves.

Profile of Foreign Students in United States Community and Junior Colleges

by Thomas Diener

Foreign students are enrolling in United States community and junior colleges in record numbers. Students from third world countries are playing a dominant role in this increase. Community and junior colleges find themselves offering studies appropriate to many foreign nationals—and many institutions are eager to render these services. At the same time, foreign students do present a number of special issues and problems.

This paper presents information about the characteristics of foreign students in two-year institutions in the United States. It describes where these foreign students come from, what they study, how they are financed, and other specific information about the more than 60,000 foreign students studying in this country at community and junior colleges.

* * *

No one knows precisely how many foreign students are enrolled in postsecondary institutions in this country. Over the years the publication *Open Doors*, issued by the Institute of International Education (IIE), has become a very useful tool because it reports an annual census of foreign students and provides analyses of those data.

Open Doors, issued annually since 1954, first reported foreign students in community and junior colleges in 1968. At that time it was noted that Miami-Dade Junior College in Florida reported an enrollment of 2,336 foreign students or about 10 percent of its total student body.

By 1971, Miami-Dade Junior College reported 4,996 foreign stu-

Author's note: The author wishes to thank Dr. William Patrick, Vice President for Student Services, Georgia State University, and chairman of the Joint Task Force on Data Collection, for his gracious assistance in providing access to the community and junior college data.

dents (14.9 percent of its total student body) and replaced the University of California and New York University—front-runner institutions for several years—as the U.S. institution of higher education enrolling the largest number of foreign students.

Even with this milestone achieved, relatively little attention was given to foreign students in two-year institutions. Few persons in or out of higher education saw that a revolutionary development was underway. Why?

One, finding a precise and universally acceptable definition of "foreign student" has been and continues to be difficult. Does one count only those persons who hold student and other nonresident visas? What about refugees? Immigrants? As we shall see, definition does make a difference and affects our understanding of how many foreign students there are in the United States.

Two, the underenumeration of foreign students is a chronic and major problem. This has been true even among the major universities and colleges in this country. Inaccurate and incomplete reporting by institutions must make users of past census data very wary.

For the two-year college the situation is even worse, although understandable. Until the mid-1960s, the flow of foreign students into community and junior colleges was quite small. With some exceptions, mostly in the private sector, scarcely any public or independent community and junior colleges enrolled more than a handful of foreign students.

Nationally, rapid growth in the public sector in the mid-1960s resulted in many new institutions and programs; a host of varied learning opportunities were established and publicized. And the influx of foreign students began to be significant to more than just a few two-year colleges.

By the early 1970s the development of public community and junior colleges (offering many, and often unique, learning opportunities) together with the increased interest and ability of developing nations and learners to use these learning opportunities produced a substantial growth in foreign student involvement in U.S. postsecondary education.

To find out how many foreign students are enrolled in two-year colleges in the U.S., the Community/Junior College Committee of the

National Association for Foreign Student Affairs (NAFSA) in 1974 sponsored a survey of all two-year institutions. The Institute of Higher Education Research and Services of the University of Alabama was asked to tabulate and interpret the survey results and prepare summaries. The Institute found that:

"About 50,000 foreign students enrolled in U.S. community and junior colleges in 1973-74.

"Foreign students comprise over 7 percent of all students enrolled in community and junior colleges in California, Hawaii, and Nevada.

"A few community and junior colleges have large enrollments of foreign students (Miami-Dade Junior College enrolls 6,543 or 20 percent of its student body; Medgar Evers College in New York, 500 or 23 percent of its student body; and Santa Monica College in California, 2,194 or 15 percent of its total enrollment).

"Large numbers of community and junior colleges report fewer than 20 foreign students.

"Nationally, foreign students constitute almost 2.5 percent of all students in community and junior colleges.

"Almost all community and junior colleges reporting have designated some member of the staff or faculty as the institutional official responsible for foreign students.

"Over half of the nation's community and junior colleges responded to this survey. These institutions enroll about two-thirds of all students in two-year colleges.

"Their reports indicated that nationally over 15,000 foreign students hold F-1 visas, over 11,000 are on the other nonresident visas such as those for exchange visitors under special State Department programs, and over 23,000 come on immigrant visas.

"The impact of this study is dramatic and immediate. Few persons had estimated that the nation's community and junior colleges enrolled as many foreign students as they do. While accurate historical enrollment data are hard to find, it appears evident that U.S. community and junior colleges have experienced a dramatic upswing in popularity among foreign students just in the past decade."[1]

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1. Thomas Diener, "Foreign Students in U.S. Community/Junior Colleges," Report for the NAFSA Community/Junior College Committee, 1974, duplicated, p. 4.

In 1976, the NAFSA Community/Junior College Committee felt it appropriate to update its 1974 census. Happily, at the same time the Joint Task Force on Data Collection, composed of representatives of the American Association of Collegiate Registrars and Admissions Officers (AACRAO), IIE, and NAFSA, was being formed. This task force combined the talents and needs of the three agencies and mounted a new, comprehensive, and in-depth census of foreign students in the United States. Community and junior colleges were to be an important part of the postsecondary education universe surveyed. The NAFSA Community/Junior College Committee was assured access to the data on two-year colleges.

Although data for academic year 1976-77 have been collected, they have not been totally processed by computer at the writing of this paper (July 1977). However, the author has personally reviewed the Institutional Foreign Student Activity Report Forms available through July 15, 1977.

Three hundred and fifty-six community and junior colleges responded, and they reported a total of 20,794 enrolled foreign students. Does this mean a drop of over 30,000 in three years, down from 50,000 in 1973-74 to 20,000 in 1976-77? Probably not, because of the matter of definition. The 1974 NAFSA study counted as foreign students holders of visas, refugees, *and immigrants*. The 1977 task force survey includes only visa holders and refugees – immigrants are not counted.

After carefully reviewing past foreign student enrollment trends and studying the 1977 Joint Task Force data, the author estimates that community and junior colleges enrolled between 58,000 and 68,000 foreign students[2] in 1976-77.[3]

This section ends as it began. That is, no one knows for certain just how many foreign students are enrolled in two-year institutions in the United States. Moreover, this information will not be known until community and junior colleges respond accurately and in great numbers to future national surveys.

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2. Visa holders, refugees, and immigrants. Excluding immigrants the 1976-77 foreign student enrollment is probably between 31,000 and 36,000.

3. The preliminary and unofficial IIE estimate for all foreign students in U.S. higher education in 1976-77 is about 203,000 – not counting immigrants!

Nevertheless, current available data indicate:

- There has been a recent and dramatic increase in the number of foreign students in community and junior colleges in this country.
- It is possible that as many as 1 out of every 5 foreign students in the United States is now attending a community or junior college.
- In some institutions, sufficient numbers of foreign students are enrolled to create sizable minorities within those student bodies.
- In hundreds of U.S. institutions foreign students are enrolled in sufficient numbers to require special programs, services, and administrative and counseling staff.

* * *

A 1967 study of foreign students reported:[4]

- Community colleges enroll few students.
- Community colleges that do enroll foreign students are most likely to be in California, Michigan, or Illinois.
- Most foreign students in community colleges are full time and enrolled in transfer curricula.
- Most community colleges accept foreign students but do not actively recruit them or offer special services to those who do enroll.

A great deal has happened in 10 years. Studies in 1977 share some similarities with those of a few years ago. However, many differences in community and junior college relations with foreign students are readily apparent.

From the 1977 Joint Task Force data, the author has produced these preliminary findings. This is the most current and detailed profile of foreign students in community and junior colleges in the United States.[5]

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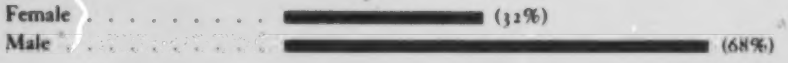
4. Clive Grafton, "Foreign Student Patterns in American Community Colleges." *Junior College Journal*, Vol. 40, March 1970, pp. 32-33.

5. The characteristics described in the remainder of this section are based on the author's review of Institutional Foreign Student Activity Report Forms made available to him in July 1977, by the chairman of the Joint Task Force on Data Collection. The author reviewed data for all reporting community and junior colleges in 22 states and the District of Columbia.

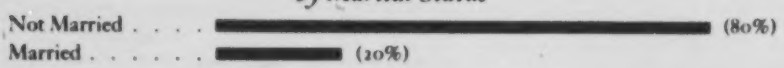
Men outnumber women more than two to one.

Figure 1.
Foreign Students in U.S. Community and Junior Colleges, 1976-77
by Sex



Most foreign students are not married.

Figure 2.
Foreign Students in U.S. Community and Junior Colleges, 1976-77
by Marital Status



Most foreign students are full time.

Figure 3.
Foreign Students in U.S. Community and Junior Colleges, 1976-77
by Full-Time or Part-Time Status

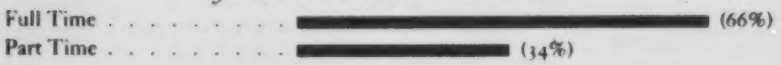
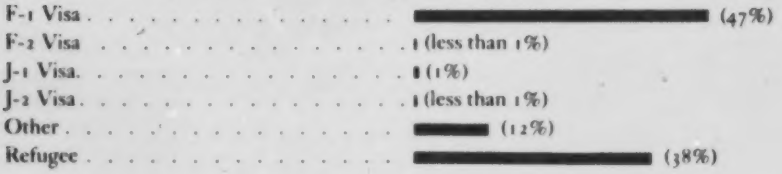


Figure 4.
Foreign Students in U.S. Community and Junior Colleges, 1976-77
by Nonresident Visa Type or Refugee Status



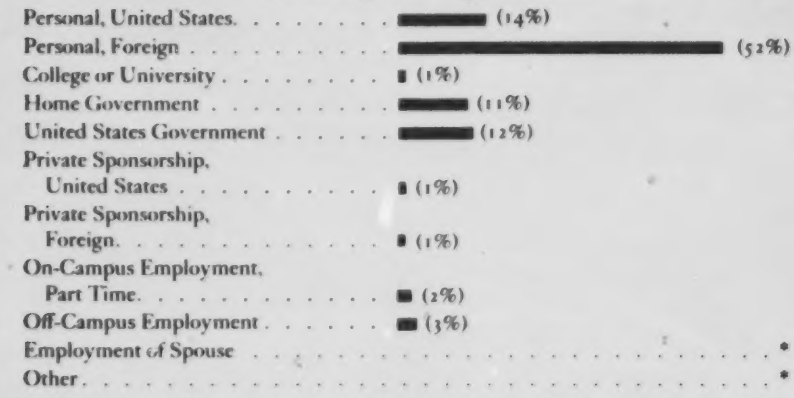
How mobile are foreign students? Do they come directly from home to community and junior colleges or do they transfer from other U.S. institutions?

A sizable percentage moves about from one college or university to another.

Figure 5.
Foreign Students in U.S. Community and Junior Colleges, 1976-77 by Entrance Category

How do foreign students pay the bills for attending community and junior colleges? In many cases a variety of sources are very likely used. Figure 6 illustrates how students finance college when the source that represents the largest percentage of all income for each student is identified.

Figure 6.
Foreign Students in U.S. Community and Junior Colleges, 1976-77 by Primary Source of Funds



* Less than 1%.

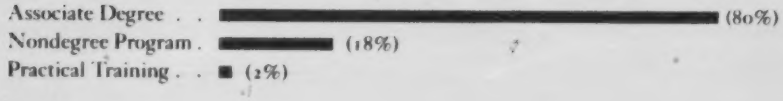
How do institutions attempt to determine foreign students' competence in the English language? Several techniques are used widely.

Figure 7.
Foreign Students in U.S. Community and Junior Colleges, 1976-77
Basis of Determining English Proficiency

What percentage of foreign students seek associate degree programs in community and junior colleges?

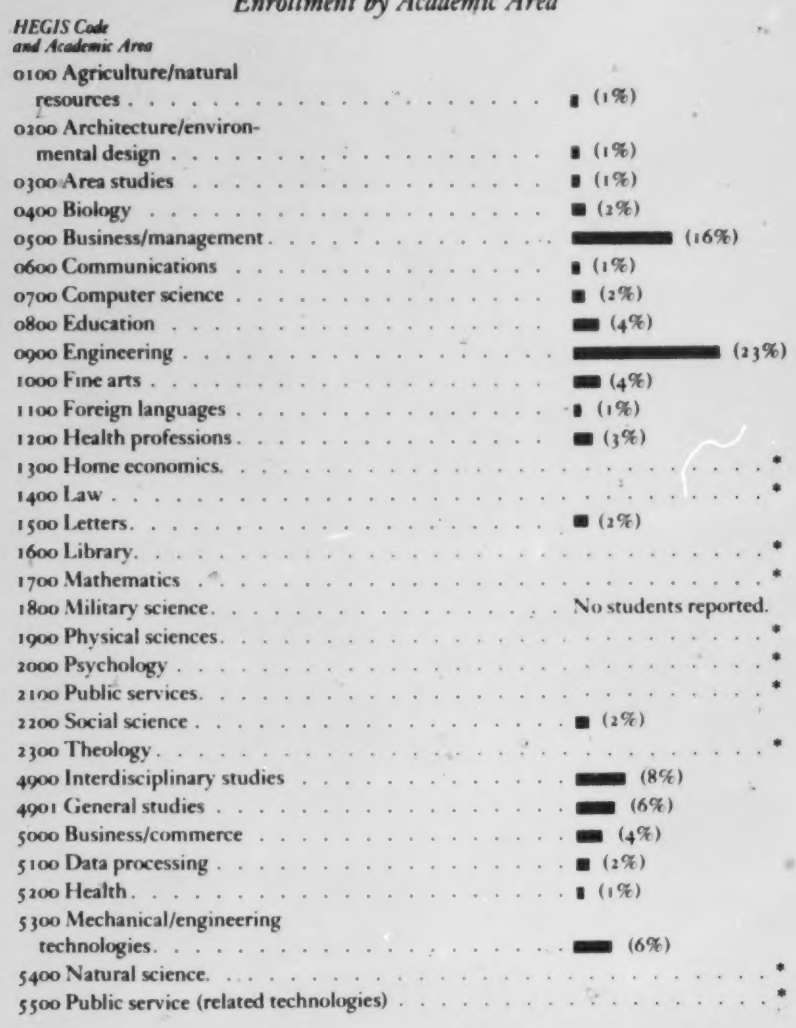
The ratio of associate to nonassociate degree enrollment is reinforced by data on programs completed by foreign students within the past year at community and junior colleges: about 80 percent of all foreign students took an associate degree program; about 18 percent completed a nondegree program.

Figure 8.
Foreign Students in U.S. Community and Junior Colleges, 1976-77
Programs Being Pursued



How many foreign students are enrolled in the various major fields of study offered by community and junior colleges in the United States? The categories used in the 1977 Joint Task Force survey are the same as those used in the Higher Education General Information Survey (HEGIS)—a survey sponsored by the U.S. Office of Education.

Figure 9.
Foreign Students in U.S. Community and Junior Colleges, 1976-77
Enrollment by Academic Area



* Less than 1%.

Engineering is by far the most popular choice for a major field of study. When engineering and mechanical/engineering technologies are combined, it is apparent that close to one-third of all foreign students are enrolled in engineering and related studies. Business and management programs account for 16 percent of the majors.

Table 1.
Foreign Students in U.S. Community and Junior Colleges, 1976-77
Twelve Most Popular Majors

Academic Area	*Percentage Enrolled*
Engineering	23
Business/management	16
Interdisciplinary studies	8
General studies	7
Mechanical/engineering technologies	6
Education	4
Fine arts	4
Business/commerce technologies	4
Health	3
Data processing	2
Social science	2
Computer and information sciences	2

Cuba and Iran are the major countries of origin. Other leading countries include Vietnam and Saudi Arabia.

Figure 10.
Foreign Students in U.S. Community and Junior Colleges, 1976-77
by Country of Origin

Afghanistan	*
Albania	No students reported.
Algeria	No students reported.
Andorra	No students reported.
Argentina	*
Australia	*
Austria	*
Bahamas	▮ (1%)

* Less than 1%.

Figure 10 continued

Country	
Bahrain	*
Bangladesh	*
Barbados	*
Belgium	*
Belize	*
Bermuda	*
Bhutan	No students reported.
Bolivia	*
Botswana	No students reported.
Brazil	*
Bulgaria	No students reported.
Burma	No students reported.
Burundi	*
Cambodia	*
Cameroon	*
Canada	▮ (1%)
Central African Republic	No students reported.
Chad	No students reported.
Chile	*
China, People's Republic of	*
Colombia	■ (2%)
Congo	No students reported.
Costa Rica	*
Cuba	▬▬▬ (23%)
Cyprus	*
Czechoslovakia	No students reported.
Dahomey	*
Denmark	*
Dominican Republic	*
Ecuador	*
Egypt, Arab Republic of	No students reported.
El Salvador	*
Equatorial Guinea	No students reported.
Ethiopia	*
Fiji	*
Finland	*
France	*

* Less than 1%.

Figure 10 continued

Country	
Gabon	No students reported.
Gambia	*
Germany, Democratic Republic of	*
Germany, Federal Republic of	*
Ghana	*
Greece	*
Grenada	No students reported.
Guatemala	*
Guinea	No students reported.
Guyana	*
Haiti	*
Honduras	▮ (1%)
Hong Kong	■ (2%)
Hungary	*
Iceland	*
India	*
Indonesia	*
Iran	▬▬ (14%)
Iraq	*
Ireland, Republic of	*
Israel	*
Italy	*
Ivory Coast	No students reported.
Jamaica	*
Japan	▬ (3%)
Jordan	*
Kenya	*
Korea, Democratic People's Republic	*
Korea, Republic of	*
Kuwait	*
Laos	*
Lebanon	▮ (1%)
Lesotho	No students reported.
Liberia	*
Libya	*
Liechtenstein	No students reported.
Luxembourg	No students reported.

* Less than 1%.

Figure 10 continued

Country	
Malagasy Republic	No students reported.
Malawi	*
Malaysia	*
Maldive, Republic of	*
Mali	No students reported.
Malta	No students reported.
Mauritania	No students reported.
Mauritius	*
Mexico	■ (5%)
Monaco	No students reported.
Mongolian People's Republic	No students reported.
Morocco	*
Nauru	No students reported.
Nepal	*
Netherlands	*
New Zealand	*
Nicaragua	*
Niger	No students reported.
Nigeria	■ (3%)
Norway	*
Oman	*
Pacific Islands, Trust Territory of the	■ (2%)
Pakistan	*
Panama	*
Paraguay	*
Peru	■ (2%)
Philippines	*
Poland	*
Portugal	*
Qatar	*
Rhodesia	*
Rumania	No students reported.
Rwanda	No students reported.
San Marino	No students reported.
Saudi Arabia	■ (6%)
Senegal	No students reported.
Seychelles	No students reported.

* Less than 1%.

Figure 10 continued

Country	
Sierra Leone	*
Singapore	*
Somalia	No students reported.
South Africa, Republic of	*
Southern Yemen	No students reported.
Spain	*
Sri Lanka	*
Sudan	*
Swaziland	No students reported.
Sweden	*
Switzerland	*
Syria	*
Tanzania	*
Thailand	■ (2%)
Togo	*
Trinidad and Tobago	*
Tunisia	No students reported.
Turkey	*
Uganda	*
Union of Soviet Socialist Republics	*
United Arab Emirates	No students reported.
United Kingdom (includes England, Northern Ireland, Scotland, Wales)	*
Upper Volta	No students reported.
Uruguay	No students reported.
Vatican City State	No students reported.
Venezuela	■ (2%)
Vietnam, Democratic Republic of	*
Vietnam, Republic of	*
Western Samoa	*
Yemen Arab Republic	No students reported.
Yugoslavia	No students reported.
Zaire	*
Zambia	*

* Less than 1%.

Table 2.
Foreign Students in U.S. Community and Junior Colleges, 1976-77
Countries with Largest Numbers of Foreign Students Enrolled

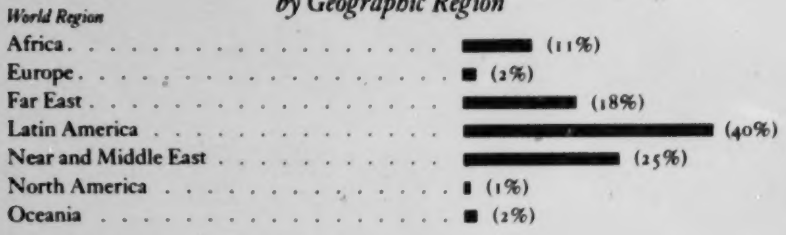
Country	*Percent*
Cuba	23
Iran	14
Vietnam (Democratic Republic of and Republic of)	6
Saudi Arabia	6
Mexico	5
Japan	3
Hong Kong	3
Nigeria	3
Thailand	2
Colombia	2
Pacific Islands, Trust Territory of the	2
Venezuela	2
Peru	2

Latin America and the Near and Middle East are major suppliers, collectively accounting for about two-thirds of all foreign students in U.S. community and junior colleges.

Community and junior college foreign students do not come from foreign countries in the same proportions as do all foreign students in U.S. higher education. For example, the 1974 edition of *Open Doors* reported that, for all foreign students, most came from the Far East (35 percent), then Latin America (20 percent), Near and Middle East (15 percent), Europe (10 percent), North America (6 percent), Africa (9 percent), and Oceania (2 percent).[6]

6. Institute of International Education, *Open Doors, 1974*. New York: Institute of International Education, 1975, p. 2.

Figure 11.
Foreign Students in U.S. Community and Junior Colleges, 1976-77 by Geographic Region



* * *

Little research has been done on foreign students in two-year colleges in the United States. Even though the category "students" has been the most popular topic for community and junior college institutional research projects, this enthusiasm has not carried over to foreign students.[7]

A review of the literature has revealed two studies that are especially germane to this topic and provide insight into foreign student problems in community and junior colleges.

The first is a statewide study of international students in public two-year colleges in Florida.[8] Reported in 1972, this study used the Michigan International Student Problem Inventory to determine matters of concern to foreign students. As might be expected, financial aid ranked first in order of importance. Foreign students were most likely to worry about finding enough money to continue their education.

Proficiency in English ranked second as a source of concern. Admissions and selection and academic advising and records were also

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7. Chester C. Platt, "Institutional Research in Community Colleges: A National Survey." Report at De Anza College, California: Spring 1974 (ERIC Microfiche Collection Number ED 095 939).

8. Robert L. Breuder, "A Statewide Study: Identified Problems of International Students Enrolled in Public Community/Junior Colleges in Florida." Florida State University and the University of Florida: Center for State and Regional Leadership, May 1972 (ERIC Microfiche Collection Number ED 062 977).

top problem areas.

Lesser areas of concern were student activities, social-personal relationships, living-dining facilities, orientation, health services, and religious programs. More males than females identified problem areas, although there was little overall difference in responses by sex.

Problems did not appear to diminish for those students who had been on campus for some time. Foreign students on campus more than 12 months perceived problem areas in about the same way as did their more recently enrolled colleagues.

A 1974 study of foreign students in Texas public community colleges drew conclusions very similar to those announced in the Florida study.[9] Both advisers and foreign students saw competence in English as the primary problem, with financial aid, admissions and selection, and academic advising and records ranking second, third, and fourth. Other problem areas ranked below these just as they did in the Florida study.

There were, however, no significant differences in problems perceived by foreign students in rural or urban settings. The Texas study found that foreign students in colleges enrolling 25 or fewer foreign students had more problems than those in institutions enrolling more than 25 foreign students.

* * *

Many foreign students will spend one or two years at a community or junior college, then transfer to a senior college or university. What success will they have?

Here, again, little research is available. Efforts by the NAFSA Community/Junior Colleges Committee over the past three years to identify and collect studies about academic success after transfer have yielded almost nothing.

One study conducted at Texas Tech University in 1975 by B. W. Baker revealed surprising information: community and junior college foreign student transfers did better than carefully screened foreign

9. Roy H. Hart, "Problems of International Students Enrolled in Texas Public Community Colleges as Perceived by International Students and International Student Advisors," August 1974 (ERIC Microfiche Collection Number ED 096 599).

students direct from high school, domestic students, or foreign student transfers from other four-year institutions.[10]

As Dr. Baker has since pointed out in a personal communication to the author in the summer of 1976, the earlier comparatively high achievement of two-year college transfers is changing. New and more flexible institutional acceptance criteria and improved academic performance by transfer students from four-year colleges indicate that two-year college transfer students may not be achieving as well as they did earlier in the 1970s.

* * *

Some knowledge about foreign students in U.S. community and junior colleges has been gained in recent years – but it is not as much or as precise as it should be. Research and accurate data are sparse – but foreign students are not.

The numbers of foreign students enrolling in two-year institutions are increasing rapidly, they rely heavily on their personal wealth to finance their education here, they come primarily from developing third world countries, they most often seek associate degrees in engineering and business fields, and they are most often unmarried males.

Foreign students experience a variety of problems in educational institutions in the United States – the English language and finances, the admissions and academic advising processes are especially difficult for them.

Foreign students' performance after transferring to senior institutions or entering directly into the job market (either in their homeland or in the United States) is virtually unknown.

A more comprehensive and detailed profile of foreign students in United States community and junior colleges is dependent upon additional and more systematic study.

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10. Billy W. Baker, "The Foreign Transfer Student: Feel and Fact." *College and University*, Vol. 50, Spring 1975, pp. 243-246.

Constraints and Issues in Planning and Implementing Programs for Foreign Students in Community and Junior Colleges

by S. V. Martorana

During the late 1960s and early 1970s, I played a role of influence and decision-making in programs involving foreign students in the public community colleges of New York State, and I could see early on the problems that now are identified in states in which institutions of this type are to be found. As the principal spokesman for the educational missions and institutional interests of the community colleges in New York State, I was in a day-to-day working relationship with presidents, boards of trustees, faculties, and other institutional constituents, including student groups. We were constantly looking for ways and means whereby the colleges could improve and extend the services they provided to their local communities.

Then as now, a number of community college presidents in the state were aware of and interested in the particular potential their institutions had for serving foreign students and for promoting public understanding of the international dimension of American life. Several of those leaders are present at this conference—indeed, they have had a critical part in bringing it about. They will understand why I have made this personal reference to the situation in New York as the point of departure for this paper.

In New York State at that time factors existed, and the interplay among them was already evident, that describe the constraints and issues community colleges face in attempting to serve students from other countries. The New York case is illustrative of the larger problem—namely, the need to reconcile the historical but relatively recently established educational mission of community colleges with the increasingly evident call for an international perspective in their educational programs and services. In my state-level official capacity I seemed to be working both with the community college presidents

and against them. There were times when I concurred with them in the need for expanding programs and services to attract foreign students and provide an international dimension to the college's outlook, but I was obliged to remind them of the realities that impede such action. At other times, when in their zeal for creative action they overlooked the realities, I had to suggest they reconsider. That the leaders in community colleges in the United States today sensed the need to convene a national conference on "The Foreign Student in United States Community and Junior Colleges," that the necessary support to do so was acquired, and that the response to invitations to attend was enthusiastic, attest to the fact that the basic problem seen by the community colleges in New York over a decade ago is not yet resolved. Indeed, it is recognized as meriting special attention.

The purpose of this paper, as I understand it, is twofold: first, to provide a general description of the constraints—the problems and hindrances—community colleges encounter in developing programs and services for foreign students and in acquiring an international dimension; second, by identifying issues related to these constraints, to set the stage for further discussion, decision, and action in removing the constraints. Before meaningful discussion about constraints or issues is possible, attention must center briefly on the background in community college education of foreign student enrollment. This is done in the next major section. Similarly, to assure a basic general approach to the discussion, there must be a closer examination of the assumption that community colleges need to make more and better efforts in serving foreign students and developing an international dimension. The second section states the assumption and examines it. The third and fourth sections present, respectively, the constraints that seem generally recognized and the issues that community colleges must face and resolve if the constraints are to be attacked effectively. The paper closes with some conclusions that seem to me defensible at this time.

Background

Just how many foreign students there are in community and junior colleges and how well they are being served are questions that until

recently have attracted very little attention in the literature of these institutions. During the past 10 or 15 years, however, more concern about these questions has been generated, and some answers are beginning to take form. Thomas Diener, who has been the most energetic of the analysts, states in another paper prepared for this conference, "No one knows precisely how many foreign students are enrolled in postsecondary institutions in this country."[1] And after working with two major national surveys conducted under the auspices of the National Association for Foreign Student Affairs in 1974 and 1976 Diener draws these conclusions: in 1976-77 community and junior colleges in the United States enrolled between 58,000 and 68,000 students (counting visa holders, refugees, and immigrants); there has been a recent and dramatic increase in the number of foreign students in community and junior colleges in this country during the last 10 years; it is possible that 1 in 5 foreign students attending college in the U.S. is now attending a community or junior college; in some institutions sufficient numbers of foreign students are enrolling to create sizable minorities within those student bodies; and in hundreds of U.S. institutions foreign students are enrolled in sufficient numbers to require special programs, services, and administrative and counseling staff.[2]

When the statistical data supporting these generalizations are disaggregated however, the difficulties of making a general case for a national trend among community and junior colleges regarding foreign students begin to emerge. The statistics show, for example, that foreign students are heavily concentrated in a few states (New York, California, Florida), and within these states in some institutions much more heavily than others (Medgar Evars in New York, Miami-Dade in Florida, Santa Monica and San Francisco in California).

There is evidence, too, that many foreign students are enrolled in community colleges as a step to a four-year college or university. Grafton reported that 80 percent of foreign students in community colleges were in transfer programs and 90 percent were full-time stu-

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1. See Thomas Diener, *Profile of Foreign Students in United States Community and Junior Colleges*, p. 14 of this book.

2. Ibid., pp. 17-18.

dents.[3] He also discovered that foreign students tended to enroll in community colleges that are near the four-year institutions to which foreign students hope to transfer.

These facts about foreign student enrollment indicate that absolute numbers of foreign students in United States community and junior colleges are increasing but they are not yet a critical mass. In fact, only about 50,000 to 60,000 out of over 4 million are enrolled in community and junior colleges, or slightly over one percent. Moreover, in many cases, the foreign student's objective is an academic degree from an institution other than the community or junior college that he or she first attends.

In order to develop an understanding of their background for attracting and serving foreign students, two other widely recognized characteristics of community and junior colleges must be added. One is the fact that the community college is uniquely American, and it fits the social and cultural history as well as the patterns of educational organizational development that have evolved in this country, and, of most relevance to this discussion, this development, or "movement" as it is frequently called, has been geared to the American local community. Second, community and junior colleges are committed to serving individual students; they are dedicated to extending opportunity for education beyond high school to adults who have passed the normal age of high school attendance. Both these characteristics are documented in the literature of the "movement"; they are noted here only because they relate to the question of extended programs and services for foreign students.

Since the introduction of the junior college and later the community college into American education, a series of landmark studies have appeared that chart the nature and progress of the movement. The famous Commonwealth Study by Leonard V. Koos started this series and provided a base for the later ones.[4] Among the more notable studies that followed were a special yearbook study of the National

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3. Clive Grafton, "Foreign Student Patterns in American Community Colleges." *Junior College Journal*, Vol. 40, No. 6, March 1970, pp. 32-33.

4. Leonard V. Koos, *The Junior College*, University of Minnesota, Research Publications, Education Series No. 5. Minneapolis, Minn.: University of Minnesota, 1924.

Society for the Study of Education,[5] a national survey in the late 1950s by Medsker,[6] and another national look by Gleazer at the start of the decade of the 1970s.[7] Although all of these studies called attention to community-based service, none of them identified a purpose of service that had an international dimension. References to social groups or publics, economic interests, and, indeed, students to be served are clear and consistent in the series – but always with a strictly American and even more narrowly defined intrastate and local community focus. Indeed, the most recent Gleazer speeches and writings suggest that it is in the best interest of the community colleges to have an even greater "community-based, performance-oriented" nature.[8]

The fact that community and junior colleges are now emphasizing performance evaluation is one indication that these institutions are recognizing the need to provide effective educational services to each student enrolled.[9] At first glance, this intense dedication to the teaching function and to the individual student may be seen as favorable to foreign students. On closer examination, however, it becomes clear that this does not always prove to be true. If subgroups are outside the immediate service of the college, their impact on policies and practices in curriculum development and instruction are not likely to be very significant unless substantial subgroups of students represent substantial proportions of the total student body. Although community and junior colleges are student-centered, their focus is almost always on the students from the local area and the instruction that *they* need.

These observations reveal then that junior and community colleges are not particularly fertile soil in which to plant the seeds of inter-

5. *The Public Junior College: 55th Yearbook of the National Society for the Study of Education.* Chicago: University of Chicago, 1956.

6. Leland L. Medsker, *The Junior College: Progress and Prospect.* New York: McGraw-Hill, 1960.

7. Edmund J. Gleazer, Jr., *Project Focus: A Forecast Study of Community Colleges.* New York: McGraw-Hill, 1973.

8. Edmund J. Gleazer, Jr., "After the Boom . . . What Now for the Community Colleges?" *Community and Junior College Journal*, Vol. 44, December-January 1974, pp. 6-11.

9. For example: K. Patricia Cross, *Accent on Learning.* San Francisco: Jossey-Bass, 1976.

national service. And together with the observation made earlier that in most institutions enrollment of foreign students and an international dimension are limited developments, the outlook for successful new undertakings appears rather dim.

It may be worth noting that in the future two- and four-year colleges will be competing with each other for foreign students as much as they will be for all students. However, community colleges are in an unfavorable competitive position because of their traditional concern for local community services and individual student advancement. Community colleges have long argued that they best serve their broad educational purposes because they are community- and student-centered and that the same educational purposes are not as well served by institutions that grant higher degrees. Four-year institutions are generally more statewide or nationally oriented than two-year colleges, and certainly more knowledge-oriented than student-oriented in their educational policies and practices. By placing higher priority on subject matter, cognitive learning, and the pursuit of knowledge rather than on instructional adaptation to learners (particularly to subgroups with special needs and interests), baccalaureate institutions are less encumbered in serving foreign students. These points should be kept in mind in the discussions that follow.

The Basic Assumption

Against the background described above we need to examine the basic assumption that proponents of more action on behalf of foreign students apparently must accept. The assumption has two parts: first, that community and junior colleges can, in fact, attract and enroll larger numbers of foreign students and in larger proportions of their total enrollments, and, second, that a definite course of action to do this should be promoted. How would we answer a friendly critic who might ask: Can they, indeed? And if so, should they? The burden of justifying an affirmative answer to both parts of that question would seem to rest on those who advocate enrolling more foreign students and developing services suited to their needs.

Looking first at the question of whether or not community and junior colleges can enroll more foreign students and in larger propor-

tions of total enrollments, there are two considerations that require attention. One is institutional *capacity* to accommodate more foreign students, and the other is *capability* actually to attract such students, to enroll them, and to serve their educational needs. There seems little reason to doubt that currently most community colleges have and likely will have institutional capacity to enroll foreign students. This expectation can be supported by enrollment projections from a number of sources that forecast leveling off or decline of total numbers of students. In the past two or three decades there was much competition for scarce places in colleges and intense pressure on institutions to expand their resources in order to accommodate students seeking admission. That will not be the case for the next two or three decades.

Institutional capability to attract foreign students and serve their educational needs, however, is quite another matter. The next section of this paper will show that it is upon capability not capacity that the constraints to success in serving foreign students are most evident. If these constraints cannot be overcome, these institutions will not be able to progress toward the goals indicated, even though more students could be accommodated by their campuses and concomitant educational services could be carried by their professional staffs.

Looking at the question of whether or not community and junior colleges *should* enroll more foreign students, the considerations are philosophical and policy-related. There seem to be at least three reasons for community colleges to move toward a stronger international dimension and an expanded enrollment of foreign students. One is the generally recognized goal of providing a sound general education for all students; another is the special capability of these institutions to provide programs geared to vocational-technical, paraprofessional, and midmanagement career fields; and the third is the broad obligation of all American higher education institutions to contribute to the advancement of technology, economy, society, and the quality of life throughout the world as well as in the United States.

A sound general education for all students stands as the historic ideal of community college education even though the commitment to it has sometimes suffered because of differences in definition and method. Statements of the goals of general education consistently stress such notions as the better exercise of the privileges and respon-

sibilities of democratic citizenship, understanding cultural heritage, and development of an expanded, improved perspective of one's time and place in the world.[10] Although none of the major studies of community and junior colleges makes much of the international dimension of a general education program, several writers have done so in other publications.[11] Few people today would deny the importance of international understanding in effective civic participation and related adult activity—a fact that proponents of expanded services for foreign students may well pursue more vigorously.

It must be recognized, however, that an international dimension can be developed effectively without bringing more students from other lands to the campus. An international dimension might mean the opportunity for travel abroad by American students, some special cocurricular activities such as lectures, forums, cultural events, and the like, and no increase in foreign student enrollment. Although the effectiveness of such an approach can be debated, it is incontestable that it can be attempted without changing the mix of American and other students on the campus.

The attraction to students in other nations of the vocational-technical, paraprofessional, and midmanagement programs available in community and junior colleges is also being increasingly recognized by analysts in this field.[12] Among all types of postsecondary institutions in this country, the community colleges, junior colleges, and post-high school technical institutes are the chief sources of manpower of the type just mentioned; moreover, continuing attention is being given to student progress in such occupational programs.[13] In these sorts of

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10. B. Lamar Johnson, *General Education in Action*. Washington, D.C.: American Council on Education, 1952, pp. 21-22.

11. For example: A. R. Hagey and Joan Hagey, "The International Student and the Junior College: Academic and Social Needs." *Journal of College Student Personnel*, Vol. 13, No. 2, March 1972, pp. 140-144.

12. For example, Clyde Iglinsky, et al., "Is Your Institution Really Ready to Admit Foreign Students? Are you?" *College and University*, Vol. 48, Summer 1973, pp. 601-619.

13. S. V. Martorana, "Assessing Student Progress in Preparation for Work," in Leonard L. Baird, Ed., *Assessing Student Academic and Social Progress*. New Directions for Community Colleges, Vol. 18, Summer 1977, pp. 51-66.

programs the community colleges have some of the same concerns and priorities as four-year colleges and universities have in their professional programs—mastery of subject matter and skills and demonstrated performance in their use. The recognized quality of community college occupational programs, together with the increasingly recognized need for trained technical personnel in many foreign countries, suggest that this type of educational service can be augmented for the foreseeable future.

It should not however, be too quickly concluded that the technical assistance and manpower development arguments will convince antagonists to more foreign students in community colleges to change their minds. Whether or not the community colleges will, in fact, be able to provide this service rests on the public policy of the government of the United States. Only if this broad base of public policy is supportive of higher educational institutions as they assist the economic development of foreign nations will the full potential of these institutions be realized. The reality of this condition struck me during a retreat with the trustees of a public community college of an Eastern state for which I served as consultant and resource person in August. The college had been operating a successful program abroad for several years with minimum financial commitment from the regular budget. Yet high on the agenda of the retreat was the question of why the program should continue. It was posed from several perspectives—educational justification in a community college, consistency with broad national public interest, and cost-effectiveness.

It would appear that a defensible case can be made for the basic assumption that community and junior colleges not only can but should add to the international dimension of their programs and services; furthermore, that not to do so would be to disregard the increasing interdependence of all nations and peoples of the world. Having so affirmed, however, advocates of action must recognize that serious questions are being raised about the propriety and feasibility of such action in community and junior colleges, and a lot of opposition to both the idea and action exists.

Constraints on Programs for Foreign Students

To prepare this section of the paper I examined the relevant available published information of the past several decades and surveyed the views held by a group of officials who held positions of special responsibility in community and junior college education. I have also drawn on my own understandings, observations, and experience with community and junior colleges in the United States.

The survey was conducted at the annual summer meeting of the National Council of State Directors of Community and Junior Colleges held in Orlando, Florida, July 6-8, 1977, where 20 states were represented. Collectively, these states have more than three quarters of the nation's community and junior colleges and an even higher percentage of the total nationwide enrollment.

Of special interest to participants of this conference is the fact that half of the states surveyed do not compile statistics on enrollment of foreign students in community and junior colleges. Included among these states are Florida, Illinois, Ohio, New York, and Texas. In other studies these particular states have shown substantial enrollment of foreign students.

The barriers that stand before community and junior colleges in planning and implementing programs for foreign students seem to fall into three broad categories: those that impede admission to the institution; those that hinder effective services in the existing programs; and those that make the development and strengthening of programs of special interest and service to foreign students difficult. Some constraints cause difficulty in all three aspects, but their impact differs in each aspect.

Constraints on Admission to College

Although community and junior colleges generally do not restrict foreign student admission, it is also not their policy to encourage it. Among the 20 states surveyed, only two, New York and Texas, allow the credit hours generated by foreign students to be counted in determining state aid for general fiscal support. In contrast, 12 states specifically indicated that foreign students, like out-of-state students, were expected to meet special tuition charges, and state dollars could not be

used for support of their instructional costs. The balance of the states indicated that some allowance for out-of-state and foreign students was permitted, but special provisions were attached. For example, Colorado permits only 15 percent of the total institutional enrollment to be non-Colorado students.

Several writers have noted this conflict between educational intent and actual operating practices. Davis offered five reasons why community colleges should seek to enroll foreign students: (1) because community colleges are educational institutions and foreign students come seeking to be educated, (2) the presence of foreign students contributes to a better education of American students, (3) a variety of students helps the faculty in instructional interest and effectiveness, (4) the impact of foreign students on the community, and (5) the image of the United States throughout the world.[14] But Kerr and Diener observe, "Many community colleges in the U.S. seriously question whether they should be involved with foreign students or with international education at all. The rationale usually given is that they are locally based educational institutions with local financial support and therefore should not expand their responsibilities beyond this scope."[15] We see again the large general problem noted at the outset of this paper—for many it is difficult to reconcile the basic educational mission of community colleges and international service.

As already noted, the fiscal practices of community and junior colleges support Kerr and Diener's observation. The state directors mentioned other constraints that stem from the basic educational philosophy and mission of community colleges. One was to use the limited resources of community colleges first for the benefit of students residing in the college's locality. This theme was iterated unanimously by the state officials surveyed.

They also indicated that the issue of admitting and serving foreign students sometimes carried local and state political overtones. As one state director put it, "We could use a little variety in the student com-

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14. James M. Davis, "Foreign Students in the Two-Year Colleges." *International Educational and Cultural Exchange*, Vol. 7, No. 2, Fall 1971, p. 27.

15. Lornie Kerr and Thomas J. Diener, "Two-Year Colleges: New Pioneers." *International Educational and Cultural Exchange*, Vol. 10, No. 4, Spring 1975, p. 14.

position of our community colleges, but we could not have a big push to enroll foreign students." Another restraint mentioned was the nature of the community—"this could be significant in relatively small rural communities confronted with many foreign students from different cultural and ethnic backgrounds." On the same theme, one director said, "There are practical constraints for isolated community colleges in small towns; there is no real reason for foreign students to attend." These indications that local outlooks may be indifferent or even hostile to foreign students take on more importance for our discussion when the locations of community colleges in the United States are noted. Less than 100 of the more than 1,100 community and junior colleges in the American Association of Community and Junior Colleges *1977 Directory* are found in large metropolitan cities; these institutions are by and large located in suburban settings in small or middle-sized cities that have total populations of fewer than 500,000 people.

Beyond these constraints to admitting foreign students, institutions quite often impose special admissions requirements, in addition to a functional command of English. In Wisconsin, for example, foreign students are expected to show financial resources for at least one year. By definition, these students are ineligible for state and federal financial aid and must rely on their own or home government resources.

Admission to and Service in Existing Programs

As would be expected community and junior college programs are generally cut to fit the pattern of interests and needs exhibited by the bulk of their students. This is true for the content of the programs as well as the instructional styles used by the faculty who teach them. Although considerable movement toward more nontraditional approaches to curriculum content development and instruction is evident, most community colleges cling to long-established practices in both.

Again, both the comments of the state directors of community and junior colleges and the conclusions reached in published sources show community colleges making little or no special effort to admit foreign students to existing programs. Not only are the college's fiscal resources expected to be used first for American students, but usually

there are special requirements established to assure that the foreign student's presence will not generate special difficulties. Typically, foreign students are expected to show sufficient command of the English language to follow and keep up with the instruction provided for the American students. Moreover, when programs are offered in some less traditional ways, for example, cooperative education, work-study, autotutorial, that utilize local community resources, both the resources and the special aids are geared to the needs of local students who account for most of the enrollment.

Earlier it was pointed out that the vocational-technical, paraprofessional, and midmanagement fields now attract many foreign students and could attract more. Diener's paper on enrollments corroborates this point. He says that the largest percentages of foreign students in community colleges are enrolled in engineering, and business and management, with the former attracting 23 percent of the total and about one-and-a-half times as many as the latter. However, it should be noted that engineering and engineering-related technologies in community colleges are among the highest cost curriculums.[16] Given the fact that fiscal support of community and junior colleges from all public sources, local, state, and federal, is being increasingly scrutinized by those who provide it, and, as the state directors pointed out, it is expected that those resources ought to be applied first to local citizen students, serious questions arise about how realistic reliance on foreign student interest in these programs as a means of expanding and improving services to them might be.

Admission to and Service in Special Programs

The special interests and needs of foreign students in community and junior colleges is a dominant theme of writers on the subject; they continuously stress the point that if community colleges are to admit foreign students special accommodation to their educational needs and goals will logically follow. Kerr recognizes that "an educational institution which accepts foreign students must assume certain continuing obligations to them. Students from other cultures present special

16. James L. Wattenbarger and Bob N. Cage, *More Money for More Opportunity*. San Francisco: Jossey-Bass, 1974, p. 55.

problems of acculturation and have special educational needs related to their own cultures. Educational institutions, therefore, must be mindful of their capabilities, make suitable provision to meet them . . . ."[17]

That these needs are not being met adequately is attested to by Davis: ". . . when open admissions are applied to foreign students the results are often disastrous. Great care must be taken in considering foreign students for admission to be sure that they have the academic background, the economic capability, and the English language facility to succeed in the community college."[18] A Texas study tends to corroborate Davis' statement. In that study, foreign students and their advisers agreed that the foreign student's greatest problems were with the English language, financial aid, admissions and selection, and academic advising and records.[19] In addition, Davis lists a number of additional needs, including the need for special orientation programs, housing that will maximize the benefits to the student, and special on-campus programs.[20] These needs represent problem areas because they are not being met at most community colleges. Kerr calls for a commitment from the college: "Such commitment must necessarily provide for trained personnel with sufficient time, status, budget, space, clerical help, and administrative support to enable them to work effectively."[21]

The special needs of foreign students are reflected also in their reasons for attending community and junior colleges. Kerr and Diener suggest that these reasons include: "The less stringent admissions requirements . . ., lower fees . . ., individualized assistance . . ., specialized

17. Lornie Kerr, *Foreign Students in Community and Junior Colleges.* Washington, D.C.: American Association of Community and Junior Colleges and the National Association for Foreign Student Affairs, 1975, p. 1.

18. Davis, p. 28.

19. Roy H. Hart, "Problems of International Students Enrolled in Texas Public Community Colleges as Perceived by International Students and International Student Advisors," August 1974 (ERIC Microfiche Collection Number ED 096 599, pp. 16-17).

20. Davis, pp. 30-31.

21. Kerr, p. 1.

training . . . ."[22] Kerr and Diener also conclude that the needs of foreign students "must be met head-on today."[23]

Other writers call attention to special needs of foreign students that are less directly related to programs and instruction but are nonetheless important. Iglinsky and others stress the need for more and better preadmission counseling and information for foreign students.[24] And Winkler is concerned that these students often have financial difficulties and are ineligible for most federal grants and state financial aid.[25] The call for more attention to cross-cultural activities and the opportunity to enter more closely into the real life of the communities is recurrent in the writings about community colleges and the foreign student.

However, none of these writers faces squarely the philosophical, financial, political, and operational constraints that make the goal of meeting the needs of foreign students "head-on" difficult if not impossible, in spite of the fact that the presence of these factors is frequently acknowledged and concern about their effect expressed. The state directors surveyed in preparation for this paper seemed particularly aware of these constraints on effective adoption and implementation of community college programs for foreign students. Thirteen of the 20 indicated that in their states community colleges were not usually providing for the special needs of the foreign students enrolled and that the principal reasons were the lack of available financial resources, the lack of a clear educational purpose to other than local area or in-state students, and the lack of staff trained and committed to providing for the needs of students from other lands. Half the state directors surveyed stated that community college staffs were inadequate to provide for the needs indicated and that the colleges would be hard pressed to find means to correct this condition. In this connection, the situation reported for North Carolina provides an interesting illustration of the conflict of means and ends within a state

22. Kerr and Diener, p. 13.

23. Ibid., p. 14.

24. Clyde Iglinsky et al., "Is Your Institution Really Ready to Admit Foreign Students? Are You?" *College and University*, Vol. 48, Summer 1973, pp. 601-619.

25. Karen Winkler, "Closing the Books on Foreign Students." *International Educational and Cultural Exchange*, Vol. 9, Nos. 2-3, Fall 1973-Winter 1974, pp. 17-19.

system. On the one hand, it is reported that the community colleges there face a fiscal support plan that makes no provision for hiring staff to serve as foreign student advisers and, on the other, the Legislature this year enacted special legislation exempting Indochinese refugees from having to pay tuition at North Carolina community colleges. Besides the fiscal constraints identified, the state directors also indicated again that the limited number of students and the local attitudes militated against adoption of effective special programs for foreign students.

Issues Generated in Community College Programming

Thus, it is clear that the constraints on effective planning and implementation of programs and services for foreign students in community colleges may be grouped in four categories: (1) educational and philosophical, (2) fiscal, (3) political, and (4) logistical. The first category of constraints stems from the historical and educational conditions that surrounded the emergence of community and junior colleges in this country and the definition of their educational mission. The second is the result of the intensifying difficulty community colleges are encountering in acquiring needed funds for current operations and capital needs. Contributing to the third are the attitudes and reactions of the constituents of community and junior colleges that combine a typically narrow definition of the mission of community colleges and growing pressures of financing, especially when these conditions occur in middle-sized or small centers of population. Constraints falling in the logistical category reflect the fact that in most community and junior colleges and in most of the programs they offer, foreign students represent only very small proportions of the students enrolled and are not, therefore, strongly considered in institutional decisions about programs and services or modes of operation.

The question that arises to which the participants of this conference must address themselves, then, becomes: What issues are generated by these constraints and what can be done about them?

Within the category of educational philosophy and community and junior college mission, at least two issues arise. The leadership in institutions of this type must decide whether it will continue to pro-

mote the character and evolution of community and junior college education as essentially singly directed and "community-based" or advocate a modification of the mission of these colleges to include international service. If it is decided that the latter course is desired, the question follows of whether this can be done without sacrifice in strength or scope of the local service. Will the suggestion of a new, balanced local community and international commitment require a trade-off that will make it difficult for these colleges to maintain existing status and recognized successful accomplishments only relatively recently won? If balance is not in the offing, what should the priorities be? And, must the decision be made on the basis of fiscal and political feasibility and operational pressures?

The evidence is quite clear that procedures currently employed for financing community and junior colleges give practically no incentive to these institutions to enroll foreign students. These colleges are supported almost entirely from a combination of local and state tax sources and student tuition; nationwide less than 10 percent of operating incomes comes from the federal government and private sources other than the students. As already shown, pressures on local and state governments are causing them to be increasingly critical of requests for community and junior college support, as they are of higher education requests in general. The experience of community colleges in acquiring support for operations from federal sources is not strikingly successful.[26]

The big issue community and junior colleges face here, then, seems to be: Can revenue to support programs and services for foreign students be acquired by these institutions from sources outside the usual support formula? If there is little hope for assistance from the federal government, can other sources be found? Three can be considered: foreign students themselves, their home governments, and private sources within the United States and other countries. In addition to examining the presence of financial support from these sources, however, community and junior college leaders should be aware of the questions that will follow if it is decided to rely on them in a substan-

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26. Lawrence Gladieux, *Distribution of Federal Student Assistance: The Enigma of the Two-Year Colleges*. New York: College Entrance Examination Board, 1975.

tial way. What are the implications of requiring foreign students to finance their education in American community colleges beyond the current typical practice of expecting payment of out-of-state tuition? Would larger subsidies for students from their home governments generate special pressures on institutions to upgrade their accommodations for these students? Could community colleges singly or collectively request home governments, private sources in their native lands, or combinations of these, to provide "follow-on" institutional grants to help offset the special educational costs generated? Again, the question of priorities and who sets them in both financing and programming arise, and these give rise to political considerations.

Looking at the constraints that stem from these kinds of political and public policy decisions, the fundamental issue is the extent to which community and junior colleges seek to be instruments for community and social reform. Do the leaders in these institutions really mean it when they state that community college education should actively contribute to the general improvement of the social order? Gleazer contends that an effective community college should be "an agent, not an advocate, of change."[27] How far can this be carried? Can essentially conservative communities (those in which most community colleges are found) be gently but firmly moved to social and cultural attitudes and perspectives more conducive to service that has an international dimension?

Related to this broad issue is a much narrower one: the extent to which the local community itself can be relied upon. The social, economic, and political dynamics surrounding this issue will vary from place to place. Colleges such as Miami-Dade Community College or San Francisco City College may have strong forces in their localities that make it relatively easy to get the support and cooperation of business, industry, local professions, and local government in programs and services for foreign students. Entirely different conditions often prevail in localities where the surrounding population is more homogeneous and fixed.

In their most threatening form, issues generated by political con-

27. Edmund J. Gleazer, Jr., *Project Focus: A Forecast Study of Community Colleges.* New York: McGraw-Hill, 1973, p. 225.

siderations raise questions of institutional survival. How far should the leaders of a community college or of the national community college movement push for positive action and achievement of a particular educational objective when doing so may stimulate negative reactions from the supporting public? Pushed too far, the result could be withdrawal of the basic support needed by the institution and an overall decline in its effectiveness. Lessening effort too soon would reflect either timid educational leadership or acceptance of fundamentally reordered priorities.

Finally, the constraints related to logistical matters raise two issues. One is the issue of individual institutional versus collective action by community and junior colleges to resolve the difficulties encountered and the other is the issue of internal institutional leadership. Unless something constructive is done about both these issues, the situation that currently prevails in most colleges of only a few foreign students enrolled, and forced to do the best they can in programs that are geared to American local students, will likely continue.

Community colleges, in common with higher education institutions generally, like to operate autonomously and independently. For many community colleges to continue such an approach in developing programs and services for foreign students would likely mean a perpetuation of the current logistical problems caused by small numbers of students in scattered programs and locations. What mechanisms would be better? The several consortiums of community and junior colleges that are focusing on international education give evidence that they can help attack this problem. The American Association of Community and Junior Colleges might consider revitalizing its program in international education, which a few years ago was a focal point for its member institutions throughout the country and the world. A treatise done recently by Shannon, Wollitzer, and myself suggests that cooperative action among major complex universities and community and junior colleges in their regions would also be a good idea.[28] At any

28. William Shannon, S. V. Martorana, and Peter Wollitzer, *International Education: A Framework for Community College and University Cooperation in Institutional Development*. University Park, Pa.: Pennsylvania State University/Center for the Study of Higher Education. In preparation.

rate, it is possible that logistical problems can be solved by cooperative planning of programs and services so that greater concentrations of foreign students will develop in a larger number of community and junior colleges, either by agreement to concentrate on certain programs, certain foreign countries, or both, or by sharing the total pool of potential foreign students. There are questions here too, however. Will the colleges cooperate? Who takes the leadership initiative to get them to do so?

Within individual institutions many of the same questions arise. Currently, administrations, faculties, and other constitutents of most community colleges are not likely to generate strong initiatives for programs and services on behalf of foreign students. Yet, as already indicated, analysts of community and junior college services to foreign students are critical of current effectiveness and call for stronger institutional commitments to achieve success. Can staff development programs be organized to strive for that objective? Will faculties of community and junior colleges, many of them now organized into collective bargaining units, be receptive to the proposition and supportive of decisions and actions to implement it? There is no general information or research evidence on which answers to these questions can be given now. Can and should community and junior colleges wait for it to be developed? Can and should the foreign students?

Conclusion

This paper concludes that the constraints and issues that community and junior colleges face are both positive and negative. Several positive statements seem defensible. It may be concluded that awareness of the need for a stronger international dimension and related service to foreign students is developing. A case for acceleration of this thrust is possible based on the increasing influence of international developments on the lives of Americans. Therefore, there is a need for better general education in this regard, as well as for American institutions to be direct agents of improved conditions worldwide. It would appear that community and junior colleges have the capacity to handle more foreign students in the foreseeable future.

On the other hand, many localities are not yet alert to the case for

more international education and are not favorably inclined to support institutional efforts in this area. They reflect more local and state interests, not national or international ones. As a consequence, constraints that are fiscal and political in nature arise and impede institutional action. Plans to raise more private or foreign financial support for programs for foreign students seem to be unrealistic as well as raising serious policy questions.

But the picture for improved conditions and better outcomes is not totally bleak. There are some excellent success stories that show community and junior colleges overcoming all of the constraints identified and developing truly excellent programs and services.[29]

My suggestions for the necessary transition from examining the problems to answering them are these.

1. More penetrating and analytical studies should be done on the demand for programs and services for foreign students and how community and junior colleges can gain acceptance for action in this broad educational mission.

2. More collective action is needed among community and junior colleges and between them and other interested institutions of higher learning; American Association of Community and Junior College leadership in such action should be revitalized.

3. Institutional programs of staff development in community and junior colleges should be organized, again with the cooperation of the AACJC and of universities located near community and junior colleges.

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29. For example: Robert L. Mason, "International Education at Big Bend." *Junior College Journal*, Vol. 41, No. 6, March 1971, pp. 82-84; and L. L. Benson, "FILI—A Pioneer with Potential." *Junior College Journal*, Vol. 40, No. 6, March 1970, pp. 34-38.

Effective Programming for Foreign Students in Community and Junior Colleges

by A. Hugh Adams
in cooperation with Gail Ellyson and William Greene

In considering effective programming for foreign students in community and junior colleges, it might be helpful to review briefly the increasing involvement of two-year institutions in international education. There are many indications of an increasing awareness of international education on the part of community colleges. These include new ties with existing organizations where community college interests were not represented previously; significant activity within the American Association of Community and Junior Colleges, including a national consortium of member institutions; regional consortia emerging as a result of international education interest; establishment of structures within community colleges to provide for international education; and other activities and developments among the states and the colleges that support the international and intercultural dimension. It would appear that having consolidated many traditional programs and activities through a period of significant growth, community colleges are now beginning to consider their responsibilities and opportunities in international education. It may well be that two-year institutions are on the verge of substantial involvement in international education and related activities.

For some colleges, international education has become an imperative. This is partly because of recognition of the fact that two-year institutions provide the only exposure to higher education for thousands of citizens enrolled as credit or noncredit students. Unless they are involved in international programs and activities at that time, the opportunity may be lost forever.

Dr. Seymour Eskow, president of Rockland Community College in New York, has stated on numerous occasions the necessity for the community college to serve the world community—that it must be-

come world-oriented, it must attend to the global agenda. Dr. Eskow emphasizes the obligation of the community college to bring the world to the campus and the campus to the world. Increasing numbers of institutions appear to be endorsing this concept.[1]

In a recent meeting of representatives of various countries interested in international education, the global concern was evident in a resolution that was adopted that stated in part:

"Increasingly it becomes clear that local community-serving institutions have an opportunity and obligation to serve the world community as well, since the fate of each community in the world is bound up with all of the others. Our community colleges, then, must also become world colleges if they are to prepare students for the interdependent world in which they will live.

"We believe that this worldwide movement toward educational transformation can be strengthened and accelerated if each country and each institution can have access to the experiences of the others engaged in a similar quest."[2]

The statistical reality of foreign student involvement is quite evident. Thomas J. Diener suggests in a paper prepared for this colloquium that United States community and junior colleges may have enrolled as many as 68,000 foreign students in 1976-77.[3] These students may have chosen community or junior colleges for a number of reasons. Lornie Kerr suggests that such reasons include lower costs of attending a community college, availability of certain technical programs, family or friends living in the geographic area, a more personal educational environment, or easier admission procedures.[4] Whatever

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1. Seymour Eskow, "The Community College Looks to the 21st Century" at the Six-State Regional Workshop on International Education, Rockland Community College, Suffern, New York, March 1-2, 1974.

2. *Resolution on the Development of World Community College, a College of Colleges Devoted to the Exchange of Information and Assistance on Community-Based Short-Cycle Education.* Meeting of the International Assembly, Vancouver, Canada, November 9, 1975, as adopted by delegates to the International Assembly.

3. See Thomas Diener, *Profile of Foreign Students in United States Community and Junior Colleges*, p. 17 of this book.

4. Lornie Kerr, *Foreign Students in Community and Junior Colleges.* Washington, D.C.: American Association of Community and Junior Colleges, 1973, p. 2.

the reasons, it seems clear that increasing numbers of foreign students are choosing two-year institutions over traditional universities and that these numbers will doubtless increase as community colleges continue to increase their international and intercultural dimension.

It is important to note that effective programming for foreign students is just one part of the total commitment to international education. This commitment also includes a structured procedure for active involvement of the community and college, internationalizing of the curricula, better accommodation of intercultural (as opposed to international) students on campus, programs for college and community emphasizing international activities both on and off campus, study abroad programs, exchange programs, consultant and support services with foreign institutions, and in-service training programs. This obviously implies a strong commitment from the governing board, the chief executive officer, and the professional faculty and staff of an institution.

Three ingredients are essential for an effective program for foreign students—administration, faculty, and community. Of these, administrative commitment is perhaps the most important. Without the enthusiastic and active involvement of the president and support of the governing board, the development of a program is very unlikely. The chief executive officer must be committed to providing the resources and support necessary. This commitment would include a review of institutional potential for implementing an effective foreign student program. Such an assessment might ask:

1. What academic and technical programs are available for international students?
2. Do these programs adequately meet the needs of the students and their countries?
3. What ratio is to exist between foreign students and students who are United States citizens? What geographical balance of population is to be attained?
4. Is the institution fiscally committed to providing or developing specific services to serve foreign students? For example, can it provide staff and program in admissions, orientation, language training, counseling, and so forth?
5. What admissions standards are to be implemented?

6. What resources are available for financial assistance to students?

7. In a period of financial constraints, how can the investment of resources for foreign students be defended in the face of other pressing institutional needs?

Finally, can these criteria be developed into a viable program without compromise of present or future educational goals and standards of the institution? Once administrative commitment has been given, faculty and community support must be enlisted.

The coordination of resources will doubtless be guided by the administration or by key personnel of the program itself. In effective programming for foreign students, community and junior colleges should address the question of program placement within the academic and administrative organizations as well as its relationship to other areas of international education. A foreign student program is only one aspect of a broad approach to international education and should be considered within that context.

Proper planning and support for the office that will be directly responsible for foreign students is essential. It has not been uncommon in the past for a college to simply identify a counselor or foreign language instructor as the international student adviser. This person then serves in an ad hoc capacity and does not enjoy the support or identity necessary to function in a proper manner. As a result, when individual faculty members proceed to initiate other aspects of an international program, little articulation or coordination occurs.

Community colleges that desire to serve foreign students effectively should structure the program as part of a comprehensive approach to international education. Although an institution may not be prepared to develop study abroad programs or other aspects of international education at the same time it implements its foreign student program, long-range goals should be considered; and, at the very least, a college-wide officer should be designated to have authority for coordinating all international efforts.

Some two-year institutions have already developed organizational approaches to international education. Others are in the process of doing so. Whatever structure is chosen, it should be the goal of the institution to effect close cooperation and coordination among individuals involved in international education.

For example, Essex County Community College in New Jersey has established two parallel positions in international education. The position of foreign student adviser has been complemented by the position of director of the international studies program. This new department oversees on-campus programs as well as study abroad efforts. Both positions report to the dean of student affairs.

Broward Community College, a multicampus institution in Fort Lauderdale, Florida, has created a college-wide academic division of international education. This division is structured in much the same way as other college divisions, but it cuts across all disciplines and components of the college. It is hoped that this division will facilitate the coordination of, and bring an identity to, all aspects of international education. The chairperson, who is released from approximately half of the normal teaching load, reports directly to the vice president of academic affairs.

Valencia Community College in Orlando, Florida, has established a full-time position of program coordinator for international education who is responsible for planning, developing, and implementing an effective international program. An interesting feature of this position is that the coordinator serves as the international student adviser for one of the campuses.

Rockland Community College in Suffern, New York, has developed a comprehensive structure. A full-time administrator, the director of international education, is responsible for all programs that have an international dimension. This office reports directly to the president. In addition to developing and coordinating study abroad, the office also oversees the functions of an academic division. The division, termed the International College, is responsible for all on-campus programs such as Judaic studies, English-as-a-second-language, and others that have an international emphasis. The foreign student adviser is under this division. Thus foreign students are integrated into the total program of international education at Rockland.

It is evident that many different structures and approaches are possible. Whatever the resources of the college and whatever organizational structure is selected, certain essential processes will be involved. The first of these is preadmission.

Deciding which American college to attend is very important for

the foreign student. Likewise, deciding which foreign students to admit is equally important for the receiving institution. The key to making good decisions is having precise, relevant information. Both the college and the prospective student share this responsibility. It is incumbent upon the host institution to inform the student of all aspects of the college, the academic program, and the community. Before an admissions decision can be rendered, the college must be fully aware of the student's academic background as well as the student's English proficiency and career aspirations.

Upon receiving an initial inquiry from a foreign student, the college should respond with a comprehensive packet of information. This information will help the student decide whether to pursue admission. This packet should include at least the following:

1. Information about the institution (history, location, number of foreign students, etc.).

2. A brief description of the community (social, athletic, cultural, and religious aspects).

3. A specific description of academic programs and facilities (for example, "mechanical engineering," rather than "engineering").

4. A detailed description of nonacademic programs and facilities.

5. A precise estimate of expenses that includes not only tuition and other fees, but housing expenses, transportation costs, health insurance, personal expenses, and other relevant costs. This information should be updated each year and, if anything, should be overestimated.

6. Information regarding availability of housing and specifically whether there is a housing office for international students; information regarding availability of meals at the campus cafeteria.

7. All application forms and documents including relevant dates and deadlines, and explanation of the issuing of the I-20 or DSP-66.

8. A description of orientation facilities for incoming international students.

9. Detailed information on achievement and aptitude tests required by the college, for example, TOEFL (Test of English as a Foreign Language). In addition, the college should state any requirements for English language training on campus after the student has arrived and begun study.

10. Advice about provisions for financial assistance where such monies are available.

11. A description of the educational system in the United States; this should include an explanation of why some college and university programs require more or less time than the standard. It should further state that language training prior to and during the student's stay may lengthen the standard time for degree completion.

12. A check list of documents required to complete admission procedures.

It is important that the foreign student be provided with a realistic view of all aspects of the college. Correspondence should be in English, but institutions that receive large numbers of international applications may wish to prepare form letters or booklets in several different languages. This can aid clear transmittal of information. It is important that a central office or committee be charged with the examination of all materials that are to be mailed to international students. Wording, phraseology, and directions should be stated so that they can be universally understood.

Although community colleges generally have "open-door" admissions policies, admissions standards for international students must necessarily be defined and upheld to insure the best possible educational experience for them. To this end, a special foreign student application should be developed.

The following information should be obtained from each foreign student who makes application:

1. A brief personal biography.

2. A statement of the student's academic and career objectives.

3. A financial statement including the amount and sources of money that the student will receive.

4. A report of English proficiency. This could include a TOEFL score, successful completion of English language courses, or similar criteria.

5. A detailed history of the student's academic background including all schools and colleges attended, dates of enrollment, and any degrees received. This should be accompanied by a certified academic record in English.

6. A physical examination report, including a statement that the student is free of communicable disease.

7. Reference letters when appropriate. These should include the applicant's rank in class, the length of time the writer has known the student, and an assessment of the student's motivation and maturity.

8. Applicable test scores.

9. An indication of housing preference if housing assistance is available. This should be obtained several months before arrival to allow sufficient time for arrangements.

10. A statement indicating that the student will secure adequate health insurance while in the United States.

It is recommended that a specific person or persons be responsible for all international applications. This person interacts as necessary with the foreign student adviser and academic area responsible for English language training. This office would determine if the college can meet the specific academic requirements of the applicant. Academic record evaluation is an important function of this office. Skillful reading of foreign records is essential to this process. If the college does not have such personnel, auxiliary services must be acquired. Credentials Evaluation Projects in the Midwest, Northeast, South, and West are available to assist institutions that have few foreign students and limited experience in evaluating foreign credentials. This free service is available to colleges enrolling fewer than 100 foreign students. Information regarding these projects is available from the NAFSA central office. NAFSA also provides a bibliography on the admission of foreign students in its publication, *A Guide to the Admission of Foreign Students*;[5] the Institute of International Education has a similar listing. If there is a problem of translation of international applications, the admissions office may call on the language faculty. Another source of assistance in translating less accessible languages is the Berlitz School of Language.

Certification of academic records is generally required in foreign student admissions. "Thus, it's unwise to accept *unofficial* records. A student can usually have a copy of his original record certified as a

5. National Association for Foreign Student Affairs and American Association of Collegiate Registrars and Admissions Officers, *A Guide to the Admission of Foreign Students*. Washington, D.C.: National Association for Foreign Student Affairs, n.d., pp. 19-20.

true copy by a notary public, an official of the institution in which he was enrolled, a representative of a U.S. counseling office located overseas, or a U.S. consular official. This certified copy can ordinarily be accepted as accurate, as long as the seal or signature of the certifying official appears on the copy in ink (not as part of the photo process). For verification you can ask an accepted student to present his original record when he arrives on campus."[6]

In reviewing a transcript and accompanying documents, English language proficiency must be assessed. It must be determined at the time of the admission evaluation whether the host institution has appropriate English instruction available to admit the applicant.

Financial statements also must be carefully assessed during the admission screening. The college must require from sponsors statements for the business office certifying that the sponsors will assume responsibility for specific charges. Any stipends or government scholarships must be certified at this time.

Accurate review of admission applications and credentials is imperative for both the student and the admitting institution. For this reason the process should not be short-circuited, and provisional admissions should be issued only in instances where credentials are clearly acceptable. Obviously, last minute walk-ins should be discouraged.

Once the application has been reviewed and the college has reached a decision, the student should be notified as soon as possible. If the applicant has been denied admission because of a single deficiency (English proficiency, financial status, etc.), the reason should be indicated so that the student might resolve it if possible and thereafter be eligible for admission.

If the student has been admitted, notification should be accompanied by the following:

1. Any stipulations or restrictions on the student's admission.

2. A certificate of eligibility for visa application (I-20 or DSP-66 form for obtaining an exchange visitor visa) or information on what remains to be done to receive it.

3. A restatement of estimated expenses. It may be desirable to re-

6. Ibid., pp. 5-6.

quest that an applicant prepay some of the expenses because support checks are sometimes delayed.

4. Any special instructions (health insurance, relevant dates, etc.).

5. Information on arrival, orientation, registration, payment schedules, etc.

The foreign student adviser should follow with a letter of welcome and information on housing, transportation, the location of the foreign student office, the person to whom the student is to report, a temporary mailing address, available services, and other relevant material.

At the same time that the student is notified, all other appropriate offices should be notified of the student's acceptance. These include the foreign student office or adviser, personnel in housing (if such a facility exists), the business office, the academic department in which the student will study, the sponsor (if the student has one), and the English-as-a-second-language office. Each of these offices, in turn, establishes student files and follows up with appropriate materials.

Although the evaluation of the "paper student" is important, the actual person who soon follows is much more important. The process of arrival is perhaps the most crucial point in the student's new venture. It is at this point that coordination from a central office is essential.

The first, and sometimes most traumatic, experience for an incoming foreign student is arriving at the airport. Ideally, the student should be greeted by a member of the community. This service could be provided through a COMSEC (community section of NAFSA) group. If the college does not have such services, directions should be provided by a letter in the notification of admission procedure from the foreign student office. Finding the campus and temporary housing can increase the feeling of insecurity for newly arrived foreign students. In offering the hospitality of an American home until permanent housing can be arranged, a community volunteer is indispensable.

A most important aspect of effective programming is the matter of housing and this is particularly difficult for community colleges. Universities and senior institutions almost invariably have dormitory accommodations, but two-year institutions most often do not. It is, therefore, helpful for the community college to identify and arrange

where necessary for appropriate off-campus housing facilities for its foreign students.

Institutions desiring to limit their foreign student enrollment or their commitment to them may wish to require that applicants prearrange their housing. This might mean that students would live with relatives or friends living in the area, or a sponsoring family. This does of course reduce the responsibility of the institution, but it may also reduce the potential number of foreign students. Community colleges would be well advised to move beyond this approach as soon as their resources permit.

The most advantageous housing arrangement for a foreign student is living with an American family. Aside from the obvious benefits in terms of costs, convenience, and guidance, it provides both the student and the family with an excellent intercultural experience. The Community Liaison Center of Pasadena City College describes its program as follows:

"The regulations governing foreign students and their American host families in the P.C.C. Community Liaison Program are flexible because of the students' backgrounds and needs, and the variety of needs of the families.

"The relationship between the student and family should be one of mutual respect and understanding. The student should not be accepted as a guest without responsibilities, nor should he be treated as a servant. A home in which the student assists with routine work but respects the rights of the family and, in return, has the respect of the family, is ideal. This is an opportunity for an intelligent exchange of information between parties. There should be a quiet place and time for the student to study."[7]

Every effort should be made by host institutions to identify families who are willing to participate in either temporary or permanent housing. International clubs, church and religious groups, service and social clubs, and other community organizations should be contacted. An ample list of host families should be identified as circumstances may change, and the initial family may find they are unable to receive a student. In addition, there is no guarantee that a family and new

7. Untitled Information Sheet, Pasadena City College, Pasadena, Calif. n.d.

student will adjust to one another. Thus, flexibility and viable alternatives are essential to host family programs.

If a foreign student does not wish to live with an area family, conventional housing is, in most cases, the only alternative. The college should develop criteria for foreign student housing and maintain a list of acceptable facilities. Off-campus housing as close to the college as possible diminishes the transportation problem. Follow-up investigations can be conducted to determine if each arrangement has been satisfactory.

Community colleges with large foreign student populations or consortia of several colleges and universities may wish to consider the possibility of acquiring an International House. Although this requires substantial resources, it has many advantages. The college can be assured that its foreign students have adequate housing, and counseling activities are easier to provide. The foreign students themselves offset the expenses through payment of housing fees. It is best if students from different countries can be housed in the same room, so that the house does not segregate foreign students or encourage them to speak their native language.

Next to living companions, the international student's closest ally is likely to be the foreign student adviser who must constantly provide counseling, both personal and academic, to meet the needs of these students.

Foreign students arrive with specific academic and career goals in mind. Unfortunately, these aspirations, like the aspirations of some American students, are not always realistic. The foreign student adviser must determine if students' intentions are consistent with their personal and financial abilities. In cases in which aspirations are realistic, it is often desirable to "mainstream" the student into the normal academic program but the student should still consult on a regular basis with the adviser.

In instances in which foreign students are unsure about their aspirations, or hold unrealistic ones, greater counseling effort is required. Diagnostic testing may be necessary to detect deficiencies. The adviser must discuss with the student the requirements of the upper division universities and the possibilities of acceptance in order to determine the feasibility of a particular area of study. It may also be

advisable to consult with the Embassy or Consular Office of the student's native country in order to gain information about job opportunities in the home country.

Even though valuable relationships with the community are developed in family housing and social events, a more structured arrangement—within the framework of the student's academic or career goals—is also beneficial. An example of this would be a voluntary, competency-based work program in which foreign students are placed in public schools, government agencies, hospitals, and other related activities. This provides the international student with first-hand exposure to the life style of the host country in a work-related environment.

Another valuable interaction that can be developed through the foreign student office is the "rap" session, during which international students can verbalize their priorities and problems.

In structuring a viable program for international students, the institution must be willing to commit adequate staff to support the extrasensitive needs of the person living and learning in an alien country. Ivan Putman, writing for NAFSA, recommends the following assigned time for advising foreign students:[8]

Number of foreign students	*Recommended minimum time of one staff member*
5	Equivalent of a major committee assignment
20	Equivalent of 3 credits of teaching
50	Quarter time
100	Half time
200	Full time

NAFSA endorses the same amount of time for secretarial support as for a foreign student adviser because of the amount of paper work involved with international students.

The foreign student adviser is critical to the success of foreign student programming. In its publication *Advising, Counseling, and Helping the Foreign Student*, NAFSA states:

8. Ivan Putnam, Jr., *The Foreign Student Adviser and His Institution in International Student Exchange*. Washington, D.C.: National Association for Foreign Student Affairs, December 1965, p. 19.

". . . that there are many persons on each campus who work with foreign students in a helping relationship. The foreign student adviser should serve as a focal point for organizing and integrating the different kinds of help needed by the foreign student . . ."[9]

It is also through the auspices of the foreign student office that an orientation program for incoming international students will probably be developed. Where orientation programs are attempted, they vary widely in approach and content. An orientation program should recognize the complexities of our society as they appear to a newly arrived foreign student and include such basic information as: how to locate and survive an American supermarket, addresses and phone numbers of stores and restaurants specializing in ethnic foods, a list of area doctors and dentists, a list of religious facilities in the community. a driver's handbook for the state, instructions on how to obtain an international driver's license, instructions for contacting the closest embassy, how to call for fire and police assistance.

Ideally, an orientation program should continue through the student's first semester at the institution. Conferences can be arranged with instructors in the student's field of study; representatives of organizations can be invited to explain their activities; and, in general the resources of the new community should be introduced into the student's new life.

It is essential, of course, that an early session in the orientation program be directed to the process of registration itself and to the complexities of such situations as "add/drop." A list of campus offices, their directors and personnel, and the matters for which they are responsible is very helpful. During this period of orientation there should be an informal reception during which the new student has the opportunity to meet department and divisional directors as well as academic deans and officers of the college. Foreign students should be, in general, initiated to the feel of academic life in the United States, which will no doubt vary greatly from what they are familiar with.

Finally, one of the most important aspects of the ongoing orientation process is giving foreign students a time and a place where they

9. Marvin J. Baron, *Advising, Counseling, and Helping the Foreign Student*. Washington, D.C.: National Association for Foreign Student Affairs, Fall 1975, p. i.

can share their questions, experiences, successes, and even failures.

Essential to the foreign student's success is language. Provisions for English language study must be available if the college intends to admit international students. The nature of the program provided will depend, of course, on the size of the institution and the number of international students on campus.

If there are not enough foreign students enrolled to merit an English-as-a-second-language (ESL/EFL) program, there are viable alternatives. A tutorial, in combination with the regular English program, is one alternative, as is the use of a learning resource center. In some cases the existing English class may have to be individually tailored to the student. Should the institution have large numbers of international students, a program designed to meet the specific language learning needs of the students is appropriate. The structure of the program and number of sequential steps in the curriculum will, of course, relate directly to the size of the international student population.

For institutions that admit large numbers of international students, an intensive English language center should be considered. Although intensive language centers are generally located in universities, there is nothing to preclude a community college from having one that can support and train incoming students.

The nature of the language instruction is directly related to the size of the international population. However, whether the college is hosting one or 1,000 international students, some considerations remain constant, varying only with the institution's commitment and resources.

1. The admitting institution must make an administrative decision as to what English language proficiency is to be required for admission. The most widely used screening device for this purpose is TOEFL. Interpretative score information is provided for colleges that use this information. Selection and admission score cut-off is determined by the scope of the language program offered at the institution. Experience has demonstrated that conservative limits make for better admissions decisions. As is true of all English testing, a student may excel in selected questions but may be unable to construct an English sentence, paragraph, or extended prose form. If there is a question in

the admissions office regarding score interpretation, it is assumed that the ESL office and the foreign student adviser will be consulted.

2. After the student has been accepted, there must be evaluation on campus for placement in language facilities through coordination of the foreign student office and ESL office. One workable academic plan in larger programs is to schedule the student for twelve hours of English language instruction—a combination of reading, writing, grammar, speech, and auditing during the first semester. The second semester the student would receive six hours of language instruction and six in other course work; the third semester, three in English and nine in other curriculum, until the ESL and degree requirements in English were completed. Such a sliding scale allows the student to be gradually assimilated into the mainstream of academic work.

3. A vital part of an effective ESL/EFL program is study skills. In the first semester of American college experience, the international student needs skills to help in attacking the academic work. The dictionary, for example, is an instrument essential to vocabulary acquisition. To learn to use the dictionary accurately and rapidly, to become acquainted with the facets of the library and its resources, to acquire habits of concentration, to analyze changing parts of speech, to recognize an outline format, to recognize prose styles, to learn to take notes and how to take examinations—these are survival skills for the foreign student.

4. A viable ESL/EFL program provides not only instruction; it provides a place for discussion. The ESL classroom should be a culturally comfortable place. Because this class is assessing the student's deficiencies, positive reinforcement is essential; correction, when necessary, must be made with grace and diplomacy. The instructional objective is to improve the student's language and leave his or her cultural set intact.

5. Community colleges attract a highly diverse population, and therefore, the ESL classroom must be a cross-cultural experience. Discussion must be open, fair, and moderate. An effective classroom brings persons of different political and religious backgrounds into close communication.

6. The ESL classroom is the ideal place for the "no penalty" class. Language acquisition is highly individual; a very intelligent student

may experience great difficulty with language proficiency. A system of evaluation in which the student may remain at one level without penalty of failing while attempting to demonstrate proficiency at another level, is ideal.

7. The ESL program will, of course, provide course content. In writing and speaking, the program should strive for a balance between the familiar and the unfamiliar. Although it is important to introduce American culture, it is equally important to encourage verbalization of the familiar culture.

8. Ideally, the faculty of an ESL program would have backgrounds in ESL or linguistics. However, if by necessity faculty members must be chosen from other disciplines to take on the additional task of serving as foreign student advisers, it will be vital to establish a relationship with appropriate professional organizations such as NAFSA and Teachers of English to Speakers of Other Languages. In addition, foreign student advisers should be encouraged to acquire training in multicultural environments.

9. Academic credit should be granted for ESL/EFL instruction. This recommendation does not apply to intensive language institutes. However, regarding ESL/EFL, the National Association for Foreign Student Affairs writes:

". . . instruction in English-as-a-second-language *should not be regarded as remedial*. Remediation implies linguistic and cultural chauvinism of the sort that most academic institutions would not willingly espouse. The learning of English-as-a-second-language is no more remedial for the foreign student than the learning of French or German is for the native speaker of English. To continue the analogy, just as the native speaker of English is able to receive academic credit for the study of French or German, the foreign student should be able to receive academic credit for the study of English."[10]

10. The institution must decide what constitutes completion of English courses. It will elect either to train a student completely within the structure of the ESL program or to transfer students from

10. National Association for Foreign Student Affairs, *Guidelines, English Language Proficiency*, Field Service Publication G-3. Washington, D.C.: National Association for Foreign Student Affairs, Fall 1975, p. 10.

ESL courses to the English department. Whatever the decision, it must assure the student maximum English competency within the structure available.

11. The ESL program should be evaluated regularly to determine whether it is meeting the needs for which it was originally established.

Outside the structure of the language program there are other concerns relating to curriculum and the foreign student. If an institution admits international students then it has indeed made an administrative commitment to international education but within this commitment the institution must assess how satisfactorily it has internationalized its curriculum. Are courses in anthropology, sociology, religion, and psychology being taught from a Western point of view, or do they in fact consider education as a global issue? Does the library reflect the global nature of the curriculum? Do community services have an international flavor?

In line with this is the matter of faculty sensitivity to the international student and to the development of a curriculum that reflects global concerns. An effective international student program will include in-service training for faculty in multicultural awareness. The National Association for Foreign Student Affairs, through its Field Service, is an invaluable aid to institutions that wish such training.

In-service training in cultural awareness will benefit both international student and faculty member. A second, and more personal, learning experience can be achieved in the classroom. The international student can be invited to speak with appropriate classes such as history, political science, comparative education, and religion. Foreign language classes can have native speakers as guest speakers or members of a rap session. And throughout this process, the services and expertise of foreign-born teachers should be solicited.

In addition, the foreign student can be invited to act as a consultant to United States students who plan to study abroad. This is a positive experience both for the foreign student who acts as expert and counselor, and for the U.S. student.

The influence and expertise of the international student should reach beyond the classroom and the institution into the community. Through the structure of local civic, religious, sporting, and international agencies and organizations, the international student can be-

come a participant and spokesman.

Cultural exchange is also achieved through "host family" programs that not only expose the international student to American life-style, but also, the American family to the student's culture and style. In addition, the resources of ethnic subcultures within the community should be tapped for international exchange and assistance. Another valuable source of exposure for the foreign student is the secondary and elementary school program. Personnel working with international students should be aware of the NAFSA statement of ethics and standards which is available through the central NAFSA office. Great care must be exercised to insure that foreign students are not exploited or placed in embarrassing positions through insensitivity or negligence. Active participation in the community in which the student resides is an integral part of the international student's education and to effect this a community committee in liaison with the college is invaluable. Marshalltown Community College in Marshalltown, Iowa, lists the activities of such a committee:

1. Assists the student in obtaining suitable housing.
2. Arranges tours, informative visits, etc., to local points of interest.
3. Enlists community families to act as "host families." The family is encouraged to invite the student for birthdays, holidays, and special events.
4. Assists the student in locating part-time work that will provide practical experience in conjunction with the chosen academic field.
5. Arranges recreational excursions.
6. Assists the student in becoming familiar with supermarkets, equipping an apartment, storing food, cooking, cleaning, etc.
7. Arranges formal teas for incoming and departing students.
8. Invites students to participate in local religious and social functions.
9. Maintains contact with the student's family through letters and photographs.
10. Keeps the community aware of the unique, powerful living resource that can add so much to cultural expansion, enrichment, and understanding within the community.

The Marshalltown project is organized into subcommittees, such as social, cultural, economic, religious, educational, and governmental.

Each of these committees plans related activities for the international students. The committees have arranged for banks to provide free banking services for students, lower admission rates at the local YMCA, and an orientation program on "apartment living."

Each interested college should consider the appointment of a person, or establishment of an office, charged with the responsibility of the foreign student program. Within that framework, clear designation of the responsibilities of all persons and offices involved with the foreign student must be designed and implemented. This process should be compatible with the total institutional commitment to a program of international education and its various components. Budget provisions must be made to allow for staff, program, and appropriate support materials, such as professional memberships, handbooks for credential evaluations, and related items. In the implementation of such a program the following are suggested for consideration.

1. All community college personnel concerned with the international student should be informed of, and involved with, appropriate NAFSA subcommittees.

2. The community college program should utilize the expertise and resources of NAFSA for consultation in areas of program development, as well as a possible source of funding for research and development projects.

3. On campus, the college should consider establishing a data bank through which faculty and community can locate students for particular intercultural exchange.

4. To assist faculty identification of international students in the classroom, a system of class roll identification may be devised.

5. Consideration should be given to establishing a faculty-student pal system, an international/intercultural club, or both.

6. To maintain an effective foreign student program, the institution should maintain an enrollment level consistent with its stated objective, and be prepared to recruit or curtail accordingly.

7. Articulation with four-year institutions or consortia should be established to assure continuity of academic programming for the international student.

8. Follow-up studies of the student's program in upper-division studies or job placement should be considered.

9. To achieve a truly international program, the community or junior college must address the fact that within the community numbers of potential intercultural students are present who may benefit from the technical-academic offerings at two-year institutions. It is the responsibility of such a program to consider the special needs of this population so as not to lose this valuable resource. This may require that the institution develop programs, providing special training in those areas where the need exists.

10. Attention must be given to assessing and acquiring resources necessary to support a total program in international education.

It is important that the international student not simply complete the community college experience and then disappear. Rather, the college should consider each student as an on-going part of its overall commitment to international education. Some means, perhaps through an international student alumni group, should be devised for maintaining contact with graduates. This group would provide the college with an invaluable aid in its study abroad and exchange programs and would assist faculty and students traveling abroad.

The foreign student program involves time, energy, and resources. But this investment is more than repaid in the benefits that accrue to the institution through involvement in the international and intercultural dimension.

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A National Colloquium on the Foreign Student in United States Community and Junior Colleges:

A Public Statement

I.
Purpose of International Education in United States Community Colleges

People of this nation are confronted daily with issues that transcend national boundaries. So interconnected is the political and economic world that some understanding of those issues and the events that lead to them and some appreciation for customs and cultures worldwide appear basic to good citizenship.

Education has a responsibility in preparing citizens to deal with the issues that confront them. United States community colleges,[1] as community-based postsecondary institutions, share significantly in that responsibility. They enroll over 4.5 million students in academic or occupational programs and in continuing education, with the latter often attracting students beyond the conventional college age. More than one-half of all students beginning a college education do so in a community college.

For many of these students, the community college is the only college-level educational experience they will have. An international and intercultural dimension to that experience can make a major contribution to their exercise of responsible citizenship.

An international dimension to a community college program can assume a variety of forms such as courses focusing on other nations

1. *Community college* is used to represent United States two-year community-based institutions, including community colleges, junior colleges, and technical institutes.

and cultures, travel or study abroad, faculty exchanges, and enrollment of foreign students in United States colleges. All can serve the basic purpose of educating United States citizens and of furthering mutual understanding between people of this nation and those of other nations.

II.
Foreign Student Enrollment in United States Community Colleges As a Facet of an International Education Program

An established means of promoting international education is enrollment of foreign students[2] in United States postsecondary educational institutions. Objectives are to provide individual students from throughout the world with the education they want and need, to aid in the development of the foreign students' home countries, to strengthen the educational program for United States students by using the foreign students as resources on other customs and cultures, and to contribute to mutual world understanding.

Some United States community colleges, primarily those in urban areas, have developed foreign student programs to meet these objectives; others have either utilized other forms of international education or have restricted the international dimension of their programs. Nationwide, foreign students represent less than 1 percent of total community college enrollment, but a growing worldwide awareness of community colleges and the vitality of their community-based educational programs suggests that foreign student enrollment in community colleges will increase if the colleges are ready and receptive.

The rapid expansion of community college education in the 1960s and early 1970s—from 678 colleges with 600,000 students to 1,230 colleges with 4.5 million students—forced attention to factors associated with growth. New buildings, staffing, curriculum, outreach, and continuing education occupied most colleges' attention without major consideration of the international dimension.

2. *Foreign student* refers to those on F-1 (nonsponsored student) or J-1 (exchange-visitor) visas. In some other contexts, refugees are also included as foreign students.

Recent years, however, have brought an increased awareness of the role community colleges might assume in international education. Other nations have sought information on this community-based institution. Larger numbers of foreign students apply for admission to these institutions which pride themselves on teaching skills. A new appreciation of occupational education at the technical or midmanagement level as offered at community colleges is apparent. Continuing education has expanded the international horizons of thousands of citizens. Other thousands travel internationally or study abroad. Business has become aware of the significant economic impact of foreign students' currency. And, finally, the nation was abruptly reminded of international interdependence through events associated with the energy crisis.

Are the community colleges prepared for an expanded role in international education? Policy questions must be addressed. These questions relate to the extent the college and its community accept the concept that the college should provide an international dimension to educational experiences, the emphasis placed on varying directions international education should take, provision for fiscal support for curriculum and services in an international education program, and the commitment to utilize such a program as an educational experience not only for foreign students but also for United States students.

The problems faced by community colleges and the opportunities presented to them in international education through foreign student enrollment were given serious attention in prepared papers and in discussion at a national colloquium held at the Wingspread Conference Center, Racine, Wisconsin, in October 1977. The conclusions of the colloquium are presented in the following section.

III.
Colloquium Conclusions

After review of the papers presented and discussion of the issues, the National Colloquium on the Foreign Student in United States Community and Junior Colleges concluded (1) that community colleges as community-based institutions are uniquely qualified to make a significant contribution to mutual understanding between United States

citizens and people of other countries through educational and cultural exchange, (2) that a strong community college foreign student program can be an important facet of that contribution, and (3) that a most essential element in planning and implementing a strong foreign student program is a commitment by the college—governing board, administration, teaching and support staff, students, and the community—to provide an excellent educational experience that enriches both foreign and United States students. With that commitment, community colleges should assume a larger role in international education and do so with the expertise they have already demonstrated in other educational areas.

The National Colloquium urged attention to the following:

A. Local Considerations

1. A college should view a foreign student program as a part of total international and intercultural awareness in the curriculum. While the educational needs of foreign students are being met, United States students can profit from the contact with students from other countries.
2. Staff development is necessary to assure that faculty and support personnel understand the philosophy of the college, to draw upon foreign students to expand international awareness for all students, and to assist foreign students with special problems. An inventory of staff international experiences could provide a beginning point for staff development. Such development should not be limited to the self-evident language and social science areas, but should also include all staff, particularly teachers of occupational curricula since foreign student enrollees in such curricula are most likely to have impact in their home countries in the shortest time span.
3. Foreign students should be selected so that the students' needs can be met by the institution's capabilities. The traditional open-door admissions policy of the community colleges should be modified when applied to a foreign student program because of the heavy consequences of failure for the foreign student. A foreign student admissions plan should include appropriate criteria to establish limits of total enrollment within the institution's

capabilities and limits by country or world area to assure broad cultural representation.

4. Basic planning guidelines for a total foreign student program should include:
   a. *Preadmissions information.* The college should provide potential applicants complete and accurate information regarding the nature of the college and the community, available curricula, and the extent of support services such as housing, health, advisement, and financial support.
   b. *Admissions.* The college should be certain it has the curriculum capability requested by the applicant. The applicant's credentials should be evaluated for reasonable assurance that the prospective student can succeed in the chosen curriculum.
   c. *English ability.* The college should evaluate the applicant's English language proficiency by means of standard tests or other measurement criteria and admit only those whose English language competence is adequate or whose language needs can be met by a program at the college.
   d. *Financial.* The college should either attempt to ascertain whether the applicant has adequate financial resources to cover the costs of the educational program being proposed or be prepared to provide that financial support if admission is granted. The college should provide the applicant with a realistic estimate of costs that the student will face in the United States, including living expenses during vacation periods.
   e. *Health and housing.* The college should provide appropriate assistance to the student in matters of health and housing. A sound health program is essential. This includes, but is not limited to, health information prior to admission and health and accident insurance coverage during attendance. The college should provide assistance in locating housing, including, in some cases, the experience of living with local families.
   f. *Advisement and counseling.* The college should provide professional staff to orient foreign students to the college and the community, advise them in their curricular programs, provide them with information on regulations of the Immigration and

Naturalization Service, and counsel them on matters of personal concern.

g. *Instruction.* Faculty interest and support is critical to the success of a foreign student program. The college's staff development opportunities should increase staff members' international and intercultural awareness and enhance the faculty's ability to teach students of other cultures and to draw upon those students to benefit the international and intercultural perspectives of United States students.

h. *Community involvement.* The college should develop means for the student to become involved with the community and to meet people of the community in their homes and at their work. The college can serve the foreign student as a window to community life. Developing a course that emphasizes the community, integrating community experiences into existing courses, or providing an adequate program of cocurricular opportunities should be considered.

i. *Follow-up.* Evaluation of any foreign student program will involve analysis of the student's progress at the college and after completion. For students trained in an occupation, information on job placement in the home country and in the student's major should be examined when possible. For transfer majors, was transfer possible and what was the progress after transfer? An analysis of the impact of a foreign student program on the college, the community, and the students is basic to program improvement.

B. State Considerations

1. State community college leaders should provide encouragement, leadership, and training for personnel of community colleges planning for or developing a foreign student program. They should recognize that additional student services are required for successful foreign student programs and that these programs do make a contribution to students who are United States citizens as well as to the foreign students.

2. States or regions should encourage community colleges to organize cooperatively to meet international education require-

ments. This might include linkages that would lead to contract programs wherein colleges attempt to fulfill specific international education and training needs.

3. States or regions should identify model international education programs and encourage visits and examination of these programs by college and community personnel interested in improving the overall effectiveness of international and intercultural awareness efforts.
4. Within states or regions, educational institutions should review criteria for foreign student transfers and coordinate community college and four-year institution admissions policies to provide successful community college foreign student transfers with a reasonable opportunity for admission to a baccalureate degree program.

C. National Considerations[3]

1. Agencies of the federal government should more fully recognize the significant number of foreign students now enrolled in community colleges and the potential for increases in that enrollment, and particularly the capability of the community colleges in training middle-level manpower.
2. Overseas personnel of the federal government and interested private agencies should regularly receive information on community colleges and should be able to advise and counsel prospective foreign student applicants about such colleges.
3. Agencies of the federal government should embark on a concentrated and continuing program of informing appropriate officials of other countries on the nature and mission of the community colleges. This might include teams of community college representatives to other countries and increasing visits by world educational leaders to selected community colleges in the United States. Encouragement of student funding support by

3. Agencies of the federal government primarily concerned with international education and related exchanges are the Office of Education, Department of Health, Education, and Welfare; the Bureau of Educational and Cultural Affairs, Department of State; the United States Information Agency; and the Immigration and Naturalization Service, Department of Justice.

other nations should be a part of the program.

4. Agencies of the federal government should consider the possibility of the community colleges having a larger role and more significant financial support in providing technical assistance and educational and cultural exchanges with other nations.

D. Organization, Agency, and Foundation Considerations

1. Agencies engaged in promoting international education should be encouraged to examine their literature and advisement efforts to assure that information about community colleges is accurately communicated to prospective applicants.
2. National organizations dealing with foreign students in admissions, advisement, English-as-a-second-language, community services, home country needs, and home country placement should recognize the unique capabilities of community colleges in educating foreign students, and should give increased attention and assistance to community colleges attempting to start or improve a foreign student program.
3. Foundations seeking to further the national purpose of increased mutual understanding of people of this nation and those of other nations through educational and cultural exchange should be encouraged to support foreign students in community colleges through direct financial assistance.
4. An organization with expertise in international education should be encouraged to examine and report on the acceptability of the community college Associate in Arts and the Associate in Science degrees in other nations. If the report indicates a need for better understanding of the degree and the status it denotes, necessary follow-up should be initiated.
5. One or more national organizations should be identified to serve in the role of clearinghouse for information regarding education and training programs available in United States community colleges and the readiness of those colleges to admit foreign students. A study of consortium or contract programs should be conducted to develop a model for consideration by community colleges and by other nations.
6. National organizations serving community colleges should con-

sider giving special attention in their publications to providing information and guidance for community college trustees and staff regarding international programs. Presentations on international education should be scheduled for conferences and conventions, including the American Association of Community and Junior Colleges national convention.

E. Other Considerations

The National Colloquium on the Foreign Student in United States Community and Junior Colleges focused on one aspect of international education, namely the enrollment of foreign students in United States community colleges. However, the development of a broad international perspective in other facets of college operations and in the community entered into the discussions. The final colloquium assembly pointed to the need for each college to assess its status and to consider appropriate programs of international education including curriculum enhancement, international cocurricular activities, community service programs, teacher exchanges with foreign countries, provision for United States students to study abroad, and assistance to other countries in need of and requesting the expertise of United States community college personnel.

IV.
Summary

The National Colloquium on the Foreign Student in United States Community and Junior Colleges was convened to discuss the problems and potential of enrollment of foreign students in the nation's community colleges. Data collected are incomplete but they do show a large enrollment of such students. The colloquium participants expect that enrollment to increase and urged colleges to assure sound programs that will benefit both the foreign students and United States citizens. With such programs and related efforts, the community colleges as responsible participants in international education and intercultural awareness can make a significant contribution to the citizenship education of United States students and to mutual understanding between those students and students from other nations.

Participants in the Colloquium
October 18-20, 1977

Hugh Adams
President
Broward Community College

Charles E. Bay
Director of Admissions and Records
Tarrant County Junior College

Don J. Carlyon
President
Delta College

Mary O. Chance
Associate Director
National Association for Foreign Student Affairs

Albert L. Clary
Director of Academic Services
Louisiana State University

John Coope
Assistant Cultural Attache, United Kingdom
Embassy of Great Britain
Washington, D.C.

Thomas Diener
Director
Institute of Higher Education Research and Services
University of Alabama

Seymour Eskow
President
Rockland Community College

Joseph W. Fordyce
Consultant for Community College Relations
The College Board

Bonny Franke
Director
Special Services Department
Dallas County Community College District Office

Phil Gannon
President
Lansing Community College

Marlon Gerould
Director
International Student Services
Western Michigan University

Edmund J. Gleazer, Jr.
President
American Association of Community and Junior Colleges

Rose L. Hayden
Director
International Education Project
American Council on Education

Becky Jacobsen
American Association of Community and Junior Colleges

Bob Jacobson
Chronicle of Higher Education

Sanford C. Jameson
Project Director
Office of International Education
The College Board

Hugh M. Jenkins
Executive Vice President
National Association for Foreign Student Affairs

Sam Kamau (Foreign Student, Kenya)
Former President
International Student Organization
University of Wisconsin-Parkside

Lornie Kerr
Dean of Student Services
Northwestern Michigan College

Moses S. Koch
President
Monroe Community College

Dan LaFave
Director of Admissions
Lansing Community College

I. G. Lewis
Vice President
Pasadena City College

Madeleine Martinez (Foreign Student, Philippines)
Former Vice President
Asian Club
Harvard Business School

S. V. Martorana
Professor of Higher Education and Research Associate
Center for the Study of Higher Education
Pennsylvania State University

Peter Masiko, Jr.
President
Miami-Dade Community College

Patricia McIntyre
Special Assistant to the Director
Division of International Education
United States Office of Education
Department of Health, Education and Welfare

Donald N. Nelson
Director
Office of International Student Services
Miami University

Jean C. Netherton
Provost
Alexandria Campus
Northern Virginia Community College

William S. Patrick
Vice President for Student Services
Georgia State University

Cassie Pyle
Area Director for South America
International Institute of Education

Martha Renaud
Coordinator
Division of Foreign Student Placement
Institute of International Education

Piedad F. Robertson
Associate Professor
Division of Learning Support Services

Fatola Samiy
Counselor
Educational Affairs
Embassy of Iran
Washington, D. C.

Richard J. Siciliano
Coordinator for International Programs
Charles County Community College

Clifford Sjogren
Director of Admissions
University of Michigan

Mary Ann Spreckelmeyer
Director
Office of Youth, Students, and
Special Programs
Bureau of Education and Cultural Affairs
Department of State

Mary C. Stephens
Counselor and Foreign Student Adviser
Shoreline Community College

Georgia E. Stribling
Staff Editor
The College Board

John L. Thurston
Vice President
Institute of International Education

Fred L. Wellman
Executive Director
Illinois Community College Board

The Johnson Foundation Staff

Leslie Paffrath
President

Henry Halsted
Vice President – Program

Rita Goodman
Vice President – Area Programs

Richard Kinch
Program Associate

Pamela Smith
Program Assistant for Social Change
and Human Development

Gail Ross
Educational Extension

Kay Mauer
Conference Coordinator